DOCUMENT RESUME

ED 317 643 UD 027 350

TITLE	Working it Out. Option Papers and Sample Policies. An Anthology of State and Local Performance Management Strategies Designed To Increase Service to Youth At Risk of Chronic Unemployment. Report from the Region V, Youth Performance Management Task Force.
INSTITUTION	Brandeis Univ., Waltham, Mass. Florence Heller Graduate School for Advanced Studies in Social Welfare.; Department of Labor, Chicago, IL. Region V.
SPONS AGENCY	Employment and Training Administration (DOL), Washington, D.C.
PUB DATE	Feb 89
GRANT	99-7-1879-72-331-02
NOTE	264p.; For a related document, see UD 027 349.
PUB TYPE	Collected Works - General (020) -- Reports - Descriptive (141)
EDRS PRICE	MF01/PC11 Plus Postage.
DESCRIPTORS	*At Risk Persons; Community Programs; Cooperative Programs; *Employment Programs; Federal Programs; Job Training; Models; Performance Contracts; *Policy Formation; Position Papers; *Program Administration; *State Programs; *Youth Programs
IDENTIFIERS	*Job Training Partnership Act 1982

ABSTRACT

This document comprises the second volume of a two-volume resource guide to help states and localities take advantage of new Federal initiatives to increase services to youth under the Job Training Partnership Act (JTPA). This volume comprises the discussion papers that formed the basis for the options summarized in the first volume. The papers are comprised of sample state and local policies and performance management documents for the following six states: (1) Illinois; (2) Indiana; (3) Michigan; (4) Minnesota; (5) Ohio; and (6) Wisconsin. The papers cover identification and definition of at-risk youth; data on and evaluation of JTPA targeted programs; and projected outcomes. (FMW)

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WORKING IT OUT

An Anthology of State and Local Performance Management Strategies
Designed to Increase Service to Youth At Risk of
Chronic Unemployment

OPTIONS PAPERS AND SAMPLE POLICIES

February 1989

These Papers Represent the Work of the
United States Department of Labor, Region V,
Youth Performance Management Task Force

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PREFACE TO OPTIONS PAPERS AND SAMPLE POLICIES

This volume was prepared as a supplement to "Working It Out," a resource guide on state and local JTPA performance management options designed to increase services to at-risk youth. Drawing on the experiences of state and local practitioners in the U.S. Department of Labor's Region V, "Working It Out" identifies ways in which states and localities can make the most of the Department of Labor's new youth initiatives. At the state level, the guide identifies how states can expand and improve services to youth through such key state-level policy actions as:

- selecting and setting performance standards
- establishing incentive policies
- increasing coordination among youth-serving systems
- making effective use of discretionary grants
- providing technical assistance

The guide also provides best practices and policy guidance for the local level on the following issues, based on options from SDAs and program operators in Region V:

- defining at-risk youth and employability
- multi-tiered service delivery systems
- youth-centered, competency-based program designs
- contracting methods to encourage high performance
- effective use of RFPs.

Materials in this Supplement

"Working It Out" was developed by the Center for Human Resources at Brandeis University in partnership with the U.S. Department of Labor, Region V, Youth Performance Management Task Force. The materials in this volume were contributed by the members of the Task Force during the course of its deliberations and were heavily drawn upon in the preparation of the "Working It Out" guide. The materials in this supplement should not be used without reference to the fuller discussion of performance management options in the Guide.

Two types of materials are presented in this supplement, organized by state:

- Options papers. The options papers presented here were developed by Task Force members as background to the Task Force's discussions. They represent the individual views of Task Force members on selected issues involved in increasing services to youth, and they provide a more detailed discussion of those issues than could be included in the Task Force's primary document. Our goal in providing

the options papers is to allow interested readers to examine those issues more closely and to gain a first hand look at the views that influenced the Task Force's work. It should be emphasized, however, that the options papers represent the personal perspectives and experiences of their authors and should not be interpreted as representing official policies of their states or local agencies.

- Sample Policies. This volume also includes copies of specific policy and performance management documents that have been developed by states and localities in Region V and are currently in use. They are presented in an effort to provide concrete examples of the ways in which some of the performance management options cited by the Task Force have been carried into effect. These should not be viewed as "model" policies in the sense of representing the best possible policy approach. Nor should they be seen as policies officially sanctioned or approved by the U.S. Department of Labor. Rather, their inclusion is simply an effort by one group of practitioners to make some specific examples available for use by their colleagues in other regions.

We hope that you will find the materials in this supplement to be helpful and thought provoking. We would also like to emphasize, once again, that you should refer back to the primary Task Force document for a more complete discussion of the performance management options available for increasing and improving services to youth. Finally, if you have additional questions or want more information on specific policies, the names and phone numbers of the Task Force members are included in this publication.

* * *

The material in this publication was prepared under Grant No. 99-7-1879-72-331-02 from the Employment and Training Administration, U.S. Department of Labor, under the authority of Title IV, part D, of the Job Training Partnership Act of 1982. Grantees undertaking such projects under Government sponsorship are encouraged to express freely their professional judgement. Therefore, points of view or opinions stated in this document do not necessarily represent the official position or policy of the Department of Labor.

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ILLINOIS

- Illinois Performance Standards and Incentive Policy Strategies
- Defining "At Risk" Youth: A Case for a Hybrid Approach and State Performance Standards Modeling
- Illinois Performance Standards Adjustment Models

ILLINOIS PERFORMANCE STANDARDS AND INCENTIVE POLICY STRATEGIES

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This paper provides a brief description of Illinois' approach to the use of performance standards and incentive policies to encourage increased services to at risk youth. Attachment 1 summarizes Illinois' performance standards policy for PY 1988-89. Attachment 2 summarizes Illinois' PY'88 incentive bonus policy. These policies move forward the state's agenda to increase the JTPA program emphasis on quality outcomes and increase services to "at risk" populations. The remainder of this paper will point out how these policies encourage accomplishment of the state's agenda.

Illinois has made significant changes to policies that govern how judgments are made regarding the success or failure of individual SDAs. These changes have been made to encourage increased emphasis on serving the hard-to-serve and long term training. These changes include the following:

- A two year schedule was specified which introduces the new youth Employability Enhancement Rate; thereby, placing more emphasis on long term program outcomes. The two year schedule is included in Attachment 1.

- In the past, in order to "meet" standards, SDAs had been required to meet <u>all</u> primary standards which included AEER, ACPEE and either YEER or YPTR. The concept of primary and secondary standards was eliminated so SDAs must now meet five out of the eight "sanctionable" standards in order to "meet" standards. This change eliminates undue emphasis on particular standards and provides greater <u>flexibility</u> to the SDAs.

- The departure points for the cost measures were set higher to help eliminate the incentive to further reduce costs through the delivery of low intensity training; thereby, giving the SDAs the freedom to provide more intense (and more expensive) training.

The mix of standards that will be used for PY'89 (as shown in Attachment 1) will be reviewed by DCCA and the IJTCC in view of the experience with the new measures in PY'88 and final action by USDOL regarding changes in standards for PY'90-'91.

Illinois formally adopted five state client based and two regional based performance standards adjustment models for PY'88. These models are more consistent with the state's policy objectives regarding the hard-to-serve and the quality of service program than the alternative federal models because:

- The State is in a position to include adjustment factors (e.g., math and reading ability) that reduce performance expectations to the extent that an SDA serves

hard-to-serve or "at risk" populations;

- o The state is able to include adjustment factors that reduce performance expectations in selected performance areas if an SDA increases its emphasis on the provision of long term occupational classroom training and academic training;

- o The state and regional models are technically superior to the alternative federal models in terms of stability from one year to the next and the ability to predict performance (i.e., fewer sign reversals, same factors and similar factor weights). And therefore these models do a better job of adjusting performance expectations based on the populations served, local economic conditions and on the local mix of services.

The technical superiority of the state and regional models creates a more stable policy environment for the SDAs which is characterized by consistent policy messages to which SDAs can adjust their programs.

State modeling is the "ultimate" strategy for making adjustments beyond the federal models. Accepting responsibility for this process at the state level forces detailed discussion with SDAs regarding the goals and priorities of JTPA which is an important benefit of state modeling.

Perhaps the most powerful tool the state has to influence local program decisions is the incentive award policy. How the state distributes incentive awards (6% funds) is very important to the SDAs as visible evidence of their success and as valuable funds in a period of declining resources. Illinois' policy as previously defined rewarded equally for all standards. This policy had two unanticipated negative effects. First, rewarding for the cost measures created an incentive to reduce cost through the provision of light intensity services. Second, rewarding all of the youth termination standards created a strong incentive to move youth only toward employment as the termination of choice as opposed to other valuable youth terminations (e.g., achievement of PIC approved youth competencies). To address these problems several changes have been made.

- o The state will no longer issue incentive awards for the cost standards. This will allow costs to rise to accommodate more intense training programs. However, costs cannot rise out of control since the cost measures will continue to be used for sanctions proposes. Therefore the upper band on the point estimate for each SDA serves as the upper limit for the YCPPT. It should be noted that SDAs are currently performing well below these limits so there is considerable room to increase program intensity without fear of failing the cost standards.

- o In the youth area the state will now only reward for the YEER and the new

Youth Employability Enhancement Rate (YEEN). This policy is now equally balanced in terms of encouraging different types of youth termination outcomes.

- As with the standards, a two year plan for the state's incentive policy has been specified. This two year plan is described in Attachment 2.

- The algorithm used to calculate the amount of the award for each standard has also been revised to reduce somewhat the level of competition for six percent funds. The major change is designed to decrease competition at the "high end". That is, the way 6% funds were distributed in the past could lead SDAs to adopt strategies to push performance "numbers" to unrealistically high levels; potentially at the expense of reducing the incentive to serve at risk populations. This change is also explained in Attachment 2.

What is the state of Illinois trying to communicate through these changes to the models, performance standards policy and incentive award policy? There are at least four messages.

1. SDAs can afford to serve populations that need greater preparation and therefore more costly interventions without the fear of failing performance standards.

2. The standards themselves are enough to control costs from rising too much.

3. SDA administrative entities and the PICs should focus their efforts on the provision of training that results in long term employment, earnings gains and reduced welfare dependency for participants (especially the hard-to-serve).

4. Youth termination outcomes such as returned to school, completed a major level of education and achieved a PIC approved youth competency can be just as valuable as work experience for youth.

Illinois is also continuing efforts to improve the state's ability (and also the ability of Service Delivery Areas) to measure what is going on in the program as well as long-term program impacts. One dimension of this effort should improve the state's ability to adjust performance expectations in view of the difficulty of populations served by various SDAs. The department has implemented a variety of changes to the JTPA-II MIS database and reporting requirements in order to collect more information regarding participant employability. Several of these items were required by recent changes to federal reporting requirements, others have been identified as likely to improve our modeling efforts. New data elements being collected include the following:

- o Minimal work history;
- o Reading grade level;
- o Long-term AFDC recipient;
- o Previous SOC codes; and
- o Mathematics grade level.

In addition to the actions already taken as described above, the department is continuing to work with the Illinois Department of Employment Security and the Illinois Department of Public Aid to gain access to the administrative records of those agencies. Efforts with the Illinois Department of Employment Security are further advanced at this time. The department has forwarded a computer tape from IDES' Employment Tracking System (ETS) to Northern Illinois for testing. Access to IDES' records will soon allow us to collect 9 quarters of data prior to program entrance that will characterize each participant's pre-program labor market attachment in terms of:

- o Total earnings;
- o Number of employers;
- o Periods of unemployment; and
- o Requests for services of the Illinois Job Service.

This database will first be available for research and access on an ad/hoc basis using SAS. It is our intention, based on available resources, to eventually integrate this file in some manner with the JTPA-II MIS.

Access to IDES' records will also allow the department to track all program terminees for up to five years after termination. This information will give us a much better view of true long-term program impacts of JTPA.

Discussions are also continuing with the Department of Public Aid to gain access to their administrative records. When this linkage is achieved we will also be able to characterize participants pre-program welfare experience in terms of the length of time on welfare and the amount of the welfare payment as well as whether or not they return to welfare after program termination.

Attachment 1

Summary of Illinois' Performance Standards Policy, PY 1988-89

Illinois has taken the policy direction contained in TEGL 10-87 very seriously and has moved aggressively to completely revamp performance standards and incentive award policies to reinforce the USDOL initiative at the state level. Illinois has developed a two year transition strategy that rapidly moves the state in a direction that is consistent with USDOL's stated policy goals. As restated in Illinois, the goals are as follows:

1. Encourage the provision of training for long-term employment and increased post-program earnings by implementing post-program measures, reducing the emphasis on cost and incorporating program variables in the adjustment models.

2. Encourage the provision of services to the hard-to-serve by reducing the emphasis on cost and by improving the collection of data on such clients for modeling purposes.

3. Provide for a more balanced youth policy by phasing in the new employability enhancement measure and de-emphasizing positive termination.

4. Provide for a phased transition from the PY'87 measures to the PY'90 (anticipated) measures by using the "menu" of USDOL measures during PY'88 and '89 to minimize any negative affects of the change and to provide adequate time for necessary adjustments to program designs and plans by SDAs.

TEGL 10-87 called on the states to develop "innovative incentive policies" and to use the menu of measures in "any combination from among the twelve measures to form the basis of incentive and sanction policies....." Illinois has met the spirit and the letter of the USDOL requirements.

Illinois has identified eight standards for sanctions and incentives. These are:

1. Adult Entered Employment Rate
2. Adult Welfare Entered Employment Rate
3. Average Wage at Placement
4. Adult Cost Per Entered Employment
5. Adult Follow-Up Employment Rate
6. Youth Entered Employment Rate
7. Youth Cost Per Positive Termination
8. Youth Positive Termination Rate

For the purpose of calculating the incentive award for an SDA the following measures are "zero weighted": Adult EER, Adult Cost Per Entered Employment, Youth PTR, and Youth Cost Per Positive Termination. In addition, for the purposes of incentive awards only, the state has adopted an additional Secretary's standard -- the Youth Employability Enhancement Rate.

During PY '88 the state has sent out the clearest message it could regarding the need to spend the money needed to meet the needs of the hard-to-serve by zero weighting the cost measures. In addition, the state has reduced the incentive to SDAs to use employment as the termination of choice for youth (to the exclusion of other positive terminations) by zero weighting the Youth PTR and the Youth Cost Per Positive Termination.

The policy in PY'88 introduces the new follow-up measures as well as the new Youth Employability Enhancement Rate. By PY'89 these measures will be fully integrated into the state's policies. In PY'89 the eight standards will be as follows:

1. Adult Cost Per Entered Employment
2. Adult Follow-Up Employment Rate
3. Welfare Follow-Up Employment Rate
4. Adult Follow-Up Earnings
5. Youth Entered Employment Rate
6. Youth Positive Termination Rate
7. Youth Cost Per Positive Termination
8. Youth Employability Enhancement Rate

In PY'89 Illinois will continue to zero weight the cost measures and the Youth Positive Termination Rate for the calculation of incentive awards.

A summary of Illinois' strategy for performance standards during PY 1988 and 1989 is provided in the attached table.

Summary of Illinois' PY'88-90 Performance Standards Strategy

		PY'88			PY'89		
Group	Measure	Sanction	Reward	Model Used	Sanction	Reward	Model Used
Adult Termination	Adult Entered Employment Rate	Yes	Yes*	State	No	No	State
	Welfare Entered Employment Rate	Yes	Yes	State	No	No	State
	Average Wage At Placement	Yes	Yes	State	No	No	State
	Adult Cost Per Entered Employment	Yes	Yes*	Regional (USDOL NDP)	Yes	Yes*	Regional (USDOL NDP)
Adult Follow-Up	Adult Follow-Up Employment Rate	Yes	Yes	USDOL	Yes	Yes	State
	Welfare Follow-Up Employment Rate	No	No	USDOL	Yes	Yes	State
	Adult Follow-Up Earnings	No	No	USDOL	Yes	Yes	State
	Adult Follow-Up Weeks Worked	No	No	USDOL	No	No	USDOL
Youth Termination	Youth Entered Employment Rate	Yes	Yes	State	Yes	Yes	State
	Youth Positive Termination Rate	Yes	Yes*	State	Yes	Yes*	State
	Youth Cost Per Positive Termination	Yes	Yes*	Regional (USDOL NDP)	Yes	Yes*	Regional (USDOL NDP)
	Youth Employability Enhancement Rate	No	Yes**	USDOL	Yes	Yes	USDOL

* zero weighted for the purpose of calculation of the incentive award

**state standard

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Attachment 2

State of Illinois

PY'88 Incentive Bonus Policy

The Performance Standards Task Force of the Illinois Employment Training Partnership (IETP) has revised the methodology for calculation of the "two-thirds" portion of the 6% incentive bonus awards.

The total amount of funds available will still be determined by taking 75% of the total state 6% allotment for the current program year. The other 25% of the 6% funds is reserved for technical assistance.

To qualify to receive an incentive grant, an SDA must first meet performance standards as described in PY'87 JTPA Policy Letter No. 87-162. Such an SDA is eligible for an incentive award if it exceeds any one of the five rewarded measures and an additional award for each measure based on the degree to which performance exceeded the standard.

New PY'87 incentive funds will still be divided into two portions as follows:

1) One-third will be allocated among qualifying SDAs that exceeded one or more of the five rewarded performance measures. The amount of this award will be based on each qualifying SDA's share of the Title IIA allocation formula relative to all qualifying SDAs who exceeded one or more of the five rewarded measures.

2) Two-thirds will be allocated among qualifying SDAs that exceeded one or more rewarded measure based on the number of rewarded measures exceeded and the extent to which each performance exceeded the standard. This amount will be divided equally into five shares with one share associated with each measure. Each of these five shares is further divided into four levels. These levels are as follows:

Degree to which performance exceeded the standard	Percentage of incentive grant funds available
>0% - 9.99%	60%
10% - 14.99%	15%
15% - 19.99%	15%
20% and above	10%

Prior year's methodology for distributing the "two-thirds" portion of the 6% incentive bonus awards differed as follows:

a) All seven measures were rewarded in PY'85, PY'86, and PY'87. There are five rewarded measures for PY'88.

b) For PY'85, PY'86, and PY'87 the levels of performance were as follows:

Degree to which performance exceeded the standard	Percentage of incentive grant funds available
1 - 10%	60%
11 - 20%	10%
21 - 30%	10%
31 - 40%	10%
41% and above	10%

The allocation of incentive grants will still be based on the qualifying SDA's relative share of the JTPA Title IIA allocation formula applied against each level of available funds for each measure exceeded.

Incentive grant funds carried over from prior years will be awarded to qualifying SDAs based on the "one-third" method.

Attachment A displays models of the revised "two-thirds" incentive bonus methodology. These models assume all SDAs meet performance standards and exceed at least one of the five rewarded measures. Data used for these models combines PY'88 models, PY'87 actual data, PY'87 projected 6% incentive bonus funds available.

A new aspect of 6% Incentive bonus Policy for [illegible]89, is a Response Rate Adjustment Assessment which will apply only to the Follow-Up measures. This assessment will serve to reduce the total amount of incentive earned for an SDA with below minimum response rates, while it will increase the total amount of incentive earned for those SDAs with response rates above the minimum level. The Response Rate Assessment has been developed for a number of reasons. These are as follows:

a) The United States Department of Labor requires a minimum response rate of 70% for all four sampled groups included in the follow-up survey. These are Adults Employed at Termination; Adults Unemployed at Termination; Adult Welfare Employed at Termination; Adult Welfare Unemployed at Termination. Response rates less than 70% can bias the survey results and may not totally reflect SDA performance.

b) Seven quarters of follow-up data have been collected but only seven SDAs have met the 70% response rate in all sampled groups.

c) It appears response rates, particularly in the Unemployed at Termination groups, are in a slow but steady decline.

d) The response rate assessment will provide an incentive for SDAs to increase their follow-up response rates, which will lead to more reliable information.

An assessment in the form of a graduated predetermined percentage reduction willbe applied to an SDA's Follow-up measures incentive earnings. The total assessed from those SDAs with below minimum response rates will then be redistributed to those SDAs with response rates above the minimum level. Assessment levels are as follows:

Adults Selected for Sampling who were Employed at Termination

Response Rate	Assessment
70% and above	0%
60% - 69.99%	5%
50% - 59.99%	15%
40% - 49.99%	25%
Below 40%	50%

Adults Selected for Sampling who were Unemployed at Termination

Response Rate	Assessment
70% and above	0%
60% - 69.99%	5%
50% - 59.99%	15%
40% - 49.99%	25%
Below 40%	50%

Attachment B displays a draft version of the Response Rate assessment, redistributing incentive dollars based on the above listed levels of assessment. Based on input from the Performance Standards Task Force redistribution of the assessment dollars may be altered.

DEFINING "AT RISK" YOUTH: A CASE FOR A HYBRID APPROACH AND STATE PERFORMANCE STANDARDS MODELING

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The thesis of this paper is that the use of performance standards in JTPA and specifically the statistic used to adjust standards for local conditions makes it advantageous to define "at risk youth" in terms of both participant characteristics (i.e., racial and demographic) and skill level (e.g., reading level). It is further argued that the task of performance standards modeling (i.e., developing the multiple regression statistical models used to adjust local SDA performance standards) is best done at the state level. By defining at risk youth in this way and by accepting responsibility for performance standards modeling, states will be better positioned to develop a comprehensive set of policies to increase services to at risk youth.

Background

The role performance standards play in the administration of the Job Training Partnership Act (JTPA) was considered a major innovation in employment and training legislation when the Act passed in 1982. Performance standards operationalize a central notion in the Act. That is, the Congress is making an investment in the participants and there should be an objective means to measure the return on that investment to ensure program effectiveness, efficiency and to demonstrate public accountability. Failure to meet performance standards leads to severe sanctions (i.e., reorganization by the state) and superior performance is financially rewarded (i.e., incentive awards). Performance standards therefore are the centerpiece of the JTPA performance management system and have helped the system gain and maintain credibility with the employer community.

The Secretary of the United States Department of Labor (USDOL) has the responsibility to define performance measures appropriate for youth and adult programs taking into consideration legislative intent. For program year 1988 (PY'88), four youth performance standards have been promulgated by the Secretary (see Attachment A for definitions). They are the:

- youth entered employment rate;
- youth employability enhancement rate;
- youth positive termination rate; and
- youth cost per positive termination.

There are three program outcome measures and one measure of cost efficiency.

Another central notion in JTPA is the importance of local control of program design by a partnership between government (i.e., the chief local elected official) and the private sector (i.e., the Private Industry Council or PIC). This local partnership (commonly referred to as the Service Delivery Area or SDA) is believed to be best positioned to make program decisions in response to local needs. Decisions include who will be served by the program (within broadly defined eligibility requirements) and what service interventions will be provided. On the one extreme a SDA could choose to serve job ready youth using relatively inexpensive job placement services. At the other extreme a SDA could choose to serve youth facing multiple and severe barriers to employment using an array of intensive and costly service interventions (e.g., literacy training, long-term occupational skill training and work experience). Clearly the same level of performance should not be expected of these two hypothetical SDAs. In addition, SDAs operate in vastly different local labor markets (e.g., high unemployment vs. low unemployment) which can greatly influence program outcomes. Governors are therefore expected to make adjustments to local performance standards based on economic conditions and the characteristics of the participants in each SDA. These adjustments are made within parameters established by the Secretary.

The parameters set by the Secretary require that the procedures used by the Governor to adjust SDA standards be:

- o responsive to the intent of the Act;
- o consistently applied among SDAs;
- o objective and equitable throughout the state; and,
- o in conformance with widely accepted statistical criteria.

Source data used to justify adjustments must be of public use quality and be available upon request. Results must be documented and reproducible. In addition, adjustments must be limited to economic factors, labor market conditions, characteristics of the population to be served, geographic factors and the types of services to be provided.

In other words local adjustments must be made in a fair, objective and equitable fashion. Arbitrary judgments and adjustments are to be avoided. The adjustment procedures so to speak, "levels the playing field" across SDAs. A SDA operating in a booming economy and choosing to serve more job ready youth should have higher standards than a SDA operating in a poor local economy serving youth with serious barriers to employment.

The USDOL has developed optional performance standards adjustment models for use by Governors that meet these parameters. Most states have adopted the Secretary's models to make local adjustments. A few states have undertaken independent modeling efforts.

Performance Standards Adjustment Models

As stated above, USDOL has developed a set of performance standards adjustment models. To develop these models USDOL has used a statistical technique known as multiple regression. A separate model is developed for each performance measure. This statistic attempts to "explain" the variation in performance observed across all SDAs in the nation in terms of systematic differences in terminee characteristics and local economic conditions across SDA jurisdictions. The purpose of developing a statistical model to explain observed variations is to subsequently use the model to "predict" future performance. The source data used by USDOL to develop these models is provided to USDOL by the states for each SDA. Data reported by the states describe the characteristics of terminees from the program as well as SDA performance. Therefore, for each model, the unit of analysis is the SDA, the dependent variable is the particular performance measure and the predictor or independent variables are terminee characteristics and local economic condition variables.

In the most broadly stated steps, the USDOL modeling effort is as follows.

1. States submit end-of-year SDA terminee characteristics data and performance data to USDOL using the JASR (see Attachment B).

2. Data from the JASR is used to develop a separate statistical model for each performance measure that best fits or explains the variations observed across SDAs for that program year.

3. USDOL convenes technical and policy workgroups from the employment and training community to critique the preliminary models based on practical field experience at which point the models are refined based on group input.

4. The models are then used by states and SDAs to "predict" the next year's performance by substituting planned terminee characteristics and updated local economic data in the models. These predicted outcomes represent the local performance standard for each measure.

5. Predictions (local standards) are updated as the year progresses with actual terminee characteristics and updated economic data so that standards conform to actual rather than planned performance.

It is not the purpose of this paper to provide a technical explanation of multiple regression or to critique in detail USDOL's use of this statistical method. Rather, the focus of this paper is to examine the role that terminee characteristics play in the modeling effort.

By including terminee characteristics in the modeling effort, the models adjust a particular SDA's performance expectations up or down based on the degree to which the population served faces serious barriers to employment. The type of terminee characteristics reported on the JASR for youth (e.g., percent Black, Hispanic, dropouts) have traditionally been demonstrated to correlate with other factors which limit employability (i.e., lack of work experience, poor literacy skills, poor work related attitudes). That is, it is assumed that certain racial or demographic groups, as a whole, will tend to also have characteristics that put them "at risk". The role of including terminee characteristics data in the modeling is therefore to measure the degree to which a SDA is serving at risk youth and to make appropriate downward adjustments to performance expectations.

Using client characteristics as proxy measures of employability is practical since these measures are easily and reliably obtained. Also, the correlation between membership in certain groups and skill deficits is well documented and generally accepted (e.g., dropouts will tend to have lower skill levels in reading and computation).

Since JASR data are the only data available to USDOL to measure the degree to which youth populations served by individual SDAs are at risk, it is absolutely essential that the characteristics data are, in fact, adequate proxies for more direct measures of employability (e.g., reading level, computational skills, pre-employment work maturity and occupational skills). If for any reason these proxy measures do not accurately measure the degree to which youth served by SDAs are at risk, the notion that local standards are equitably adjusted breaks down.

Constraints on USDOL's Modeling Efforts

A primary shortcoming of using characteristics data is that being a member of certain racial or demographic groups do not always mean the individual is at risk. Some characteristics are better predictors than others. For example, being a teen parent almost always means the youth is facing serious barriers to employment due to childcare needs and the associated need for a relatively high wage to cover employment related expenses. However, simply being Black or being on welfare does not automatically mean that the individual has serious employment related skill deficits or other barriers to employment. To the extent that relatively job ready youth are enrolled in JTPA who are also members of racial or demographic groups assumed by the model to be at risk, the assumptions underlying the statistic are violated and the procedure begins to break down. The presence of the characteristics data in the model (in the absence of more direct measures of employability) makes this scenario possible. By limiting the definition of at risk youth to characteristics data alone, it is possible to systematically screen large populations (e.g., welfare) to identify the most employable for program enrollment. In essence, this is the charge of "creaming" so often made but so poorly quantified by system detractors.

The USDOL has recognized the desirability of measuring employability more

directly. Percent reading below the seventh grade level and long term welfare recipient are now JASR reporting items. USDOL is, however, often limited in its ability to adjust JASR reporting items by the Office of Management and Budget (OMB). OMB's enforcement of the Paperwork Reduction Act has severely limited USDOL's ability to add reporting items and therefore USDOL's ability to improve modeling efforts.

Another problem has been a certain "homogenizing" of terminee characteristics across all SDAs, which has helped to erode the explanatory power of the models. Over time, terminee characteristics of SDAs have tended to become more similar. This is due in part to requirements of the Act for equitable service provision to substantial segments of the eligible population, USDOL's policy initiatives to focus the program on the hard-to-serve and SDA experience with the adjustment models. In any correlation statistic (including multiple regression), to the degree variation in the predictor or independent variables is reduced, so is the ability to predict (or in this case adjust).

Another constraint on USDOL's modeling effort is its inability to cross tabulate characteristics data. It is commonly believed that at risk youth most often face multiple barriers to employment. It may be that the cumulative effect of having several characteristics is greater than the sum of the effects of these characteristics when measured independently. Because USDOL relies on JASR data at the SDA level, the Department can investigate questions such as:

- what is the effect on performance of being Black?
- what is the effect of being female?
- what is the effect of being on welfare?

However, USDOL cannot investigate the effect of being a Black female welfare recipient on predicted performance. Such "interaction variables" can however be investigated by states that have taken on the task of independent performance standards modeling. States are able to cross tabulate characteristics data using automated participant tracking systems.

USDOL uses data from all SDAs in the nation (except for extreme values) as the data set to support modeling. This is necessary in order to have sufficient observations (i.e., each SDA is one observation) to support the modeling. However, this procedure has been shown to introduce certain regional biases. This problem can also be avoided by state level modeling using client level data.

Conclusions

Although USDOL's modeling procedures are undertaken within the constraints outlined above, the Secretary's models represent a technically sound, sophisticated and equitable approach to adjusting local standards. The Department has consistently improved the modeling procedures within the constraints of the JASR data, SDA level observations, and limits imposed by OMB. Unless states are willing to take on the task of modeling,

the Secretary's models would seem to be the only option available.

However, the use of terminee characteristics data alone in the models is simply not sufficient to guarantee that performance expectations are appropriately adjusted for at risk populations. The superior approach is to:

1. define at risk in terms of membership in certain demographic and/or racial groups demonstrated to experience discrimination in the labor market and/or to frequently encounter other barriers to employment;

2. further define at risk in terms of skill deficits believed to be directly relevant to success in finding and retaining employment (i.e., reading ability, computational ability, work related attitudes); and,

3. systematically measure skill deficits at intake using valid and reliable instrumentation and use the results for performance standards modeling.

The approach described above would combine the power of characteristics data with skill deficits data in model development. There would no longer be any potential incentive for a SDA to cull through selected at risk groups to find employable individuals to gain an advantage on performance standards. By directly measuring the relevant employability skills, the standards would be appropriately adjusted regardless of any screening. In other words, if this approach is taken performance standards and the models would not create any incentive to "cream".

As stated earlier, performance standards are the centerpiece of the performance management strategy in JTPA. Central to this strategy is the ability to adjust standards. The statistical method used to adjust local standards will be substantially improved if measurement of skill deficits is added to existing characteristic data. To the degree that models more powerfully and accurately adjust for serving at risk populations, any disincentives to serve at risk youth will be reduced or eliminated. It follows that if this approach is taken to optimize the modeling procedures, the definition of at risk youth should also include both characteristics and skill deficits. In this way policy initiatives undertaken to increase services to at risk youth will be consistent with and supported by the JTPA performance management system.

There are significant and practical implications to adopting and fully integrating this definitional approach with performance standards. First, the problem of validly and reliably measuring the relevant skill deficits must be tackled. Reading and computational skills can be measured using a variety of well developed existing tests. However, modeling would be enhanced if instrumentation was standardized and the actual grade level score for each terminee was used for modeling purpose rather than the JASR item (i.e., percent reading below the seventh grade level). Second, the absence of pre-employment work maturity skills is considered a major impediment to

success in the labor market. As yet there is no generally accepted valid and reliable approach to measuring pre-employment work maturity skills. To the degree these measurement problems are solved, improved modeling is possible.

Given the central role performance standards and modeling plays in the JTPA performance management system, states with centralized participant tracking systems are in a better position to undertake substantial improvements to the models. For example states:

1. can shift the focus to participants by using participant data as the unit of analysis rather than the SDA;

2. can introduce new variables using new and existing reporting items without interference from OMB;

3. can explore interaction variables to measure the effect of multiple barriers on performance;

4. can more readily develop a consensus among the SDAs on the instrumentation to be used to measure skill deficits, and

5. will not introduce the regional bias observed in the federal models due to the use of nationwide data.

However, to accomplish this, states must develop or contract for expertise in the use of multiple regression statistics for modeling. This is an area where collaboration with a university is the most practical approach.

In summary, the JTPA performance system will best encourage services to at risk youth if "at risk" is defined in terms of characteristics and skill deficits, skill deficits are validly and reliably measured, and states use this data along with other information in state participant tracking systems to develop performance standards and adjustment procedures to encourage services to at risk youth.

DEFINITIONS FOR PERFORMANCE STANDARDS

The following defines the Title II-A performance standards:

Adult

1. Entered Employment Rate - Number of adults who entered employment at termination as a percentage of the total number of adults who terminated.

2. Cost per Entered Employment - Total expenditures for adults divided by the total number of adults who entered employment.

3. Average Wage at Placement - Average hourly wage for all adults who entered employment at the time of termination.

4. Welfare Entered Employment Rate - Number of adult welfare recipients who entered employment at termination as a percentage of the total number of adult welfare recipients who terminated.

Postprogram

5. Follow-up Employment Rate - Total number of adult respondents who were employed (full-time or part-time) during the 13th full calendar week after termination, divided by the total number of adult respondents (i.e., terminees who completed follow-up interviews).

6. Welfare Follow-up Employment Rate - Total number of adult welfare respondents who were employed (full-time or part-time) during the 13th full calendar week after termination, divided by the total number of adult welfare respondents (i.e, terminees who completed follow-up interviews).

7. Average Weekly Earnings at Follow-up - Total weekly earnings for all adult respondents employed during the 13th full calendar week after termination, divided by the total number of adult respondents employed at the time of follow-up.

8. Average Number of Weeks Worked in Follow-up Period - Total number of weeks worked (full-time or part-time) during the 13 full calendar weeks after termination for all adult respondents who worked, divided by the total number of all adult respondents, whether or not they worked any time during this 13-week follow-up period.

Youth

9. Entered Employment Rate - Number of youth who entered employment at termination as a percentage of the total number of youth who terminated.

10. Employability Enhancement Rate - Number of youth who attained one of the employability enhancements at termination whether or not they also obtained a job as a percentage of the total number of youth who terminated.

    * Youth Employability Enhancements include:

        a. Attained (two or more) PIC-Recognized Youth Employment Competencies *

        b. Entered Non-Title II Training

        c. Returned to Full-Time School

        d. Completed Major Level of Education

        e. Completed Program Objectives (14-15 year olds)

* During PY 88, competency attainment in one skill area will meet this definition.

11. Positive Termination Rate - Number of youth who entered employment or attained one of the youth employability enhancements at termination as a percentage of the total number of youth who terminated.

12. Cost per Positive Termination - Total expenditures for youth divided by the total number of youth who either entered employment or met one of the five employability enhancements.

U.S. DEPARTMENT OF LABOR Employment and Training Administration JTPA ANNUAL STATUS REPORT	a. STATE/SDA NAME AND ADDRESS	b. REPORT PERIOD FROM	TO

I. PARTICIPATION AND TERMINATION REPORT	Total Adults (A)	Adults (welfare) (B)	Youth (C)	Dislocated Workers (D)
A. TOTAL PARTICIPANTS				
B. TOTAL TERMINATIONS				
1. Entered Unsubsidized Employment				
a. Also Attained Any Youth Employability Enhancement				
2. Youth Employability Enhancement Terminations				
a. Attained PIC-Recognized Youth Employment Competencies				
b. Completed Program Objectives (14-15 year olds)				
3. All Other Terminations				

Line #	II. TERMINEES PERFORMANCE MEASURES INFORMATION				
1	Sex: Male				
2	Sex: Female				
3	Age: 14 - 15				
4	Age: 16 - 17				
5	Age: 18 - 21				
6	Age: 22 - 29				
7	Age: 30 - 54				
8	Age: 55 and over				
9	Education Status: School Dropout				
10	Education Status: Student				
11	Education Status: High School Graduate or Equivalent (No Post-High School)				
12	Education Status: Post-High School Attendee				
13	Family Status: Single Head of Household With Dependent(s) Under Age 18				
14	Race/Ethnic Group: White (Not Hispanic)				
15	Race/Ethnic Group: Black (Not Hispanic)				
16	Race/Ethnic Group: Hispanic				
17	Race/Ethnic Group: American Indian or Alaskan Native				
18	Race/Ethnic Group: Asian or Pacific Islander				

c. SIGNATURE AND TITLE	d. DATE SIGNED	e. TELE. NO.

a. STATE/ERA NAME AND ADDRESS	REPORT PERIOD FROM	TO

Line No.	II. TERMINEE PERFORMANCE MEASURES INFORMATION - Continued	Total Adults (A)	Adults (Welfare) (B)	Youth (C)	Dislocated Workers (D)
19	Other Barriers to Employment: Limited English Language Proficiency				
20	Handicapped				
21	Offender				
22	Reading Skills Below 7th Grade Level				
23	Long-Term AFDC Recipient				
24	Unemployment Compensation Claimant				
25	Unemployed: 15 or More Weeks of Prior 26 Weeks				
26	Not in Labor Force				
27	Welfare Grant Type: AFDC				
28	GA/RCA				
29	Average Weeks Participated				
30	Average Hourly Wage at Termination				
31	Total Program Costs (Federal Funds)				
32	Total Available Federal Funds				
	III. FOLLOW-UP INFORMATION				
33	Employment Rate (At Follow-up)				
34	Average Weekly Earnings of Employed (At Follow-up)				
35	Average Number of Weeks Worked in Follow-up Period				
36	Sample Size				
37	Response Rate				
	IV. YOUTH EMPLOYMENT COMPETENCY ATTAINMENT INFORMATION				
38	Attained Any Competency Area				
39	Pre-Employment/Work Maturity Skills				
40	Basic Education Skills				
41	Job Specific Skills				

REMARKS:

BILLING CODE 4510-30-C

ILLINOIS
PERFORMANCE STANDARDS
ADJUSTMENT MODELS

PY'88

Factors in the Illinois and DOL Adjustment Models
Factors Tested and Not Included

PY'88 Performance Standards
Client Factor Analysis

	AEER		AWAP		CPEE		WEER		YEER		YPTR		YCPPT	
	DOL	IL	DOL	IL	DOL	IL	DOL	IL	DOL	IL	DOL	IL	DOL	IL
Female	X		X	X			X							
Age 30 + Above	X		X				X							
Black	X	X	X			X	X	X	X	X	X	X		
Dropout	X	X	X	X		X	X	X	X	X		X		
Unemployed 15 Weeks or More	X		X				X							
Not in Labor Force	X				X		X						X	
AFDC Recipient	X				X		X						X	
GA/RCA Recipient	X				X		X		X		X			
UC Claimant			X		X									
Hispanic				X	X						X		X	
Terminees					X								X	
14 - 15									X	X		X	X	
Student									X	X	X		X	
Handicapped		X		X				X	X	X			X	
Asian/Pacific Islander											X			
Post High School Attendee		X		X				X			X			
Welfare recipient		X		X				X		X		X		
No Unemployment Comp.		X		X				X						
Offender		X						X						
Occupational CRT		X				X		X				X		X
Academic CRT		X		X				X						
OJT Participant		X		X				X		X				
CRT for > 26 Weeks		X		X				X						

PY'88 Performance Standards
Client Factor Analysis

	AEER		AWAP		CPEE		WEER		YEER		YPTR		YCPPT	
	DOL	IL	DOL	IL	DOL	IL	DOL	IL	DOL	IL	DOL	IL	DOL	IL
Male Welfare						X								
Exhausted Unemployment Comp						X								
Black Male				X										
Age 18-21										X				
Rural										X				
Teen Parent										X				
Employment and Training Services Part.										X				
Exemplary Youth Part.												X		X
High School Grad/GED Recipient														X
Length of Program Stay (Weeks)														X

PY'88 Performance Standards
Labor Market Factor Analysis

	AEER		AWAP		CPEE		WEER		YEER		YPTR		YCPPT	
	DOL	IL	DOL	IL	DOL	IL	DOL	IL	DOL	IL	DOL	IL	DOL	IL
Unemployment Rate	X	X	X		X	X	X	X	X					
Population Density	X		X		X		X				X			
Employee/Resident Worker Ratio	X		X				X				X			
Average Annual Earnings in Ret/Whsl		X	X	X	X			X				X	X	
% Families Below Poverty Level			X											
Employment Growth Rate						X					X	X		
Average Area Wage						X								X

FACTORS TRIED BUT DIDN'T WORK

1. AFDC Recipient
2. Support Services Participant
3. Female Head of Household
4. Dropouts Age 22-29
5. Limited English Speaking
6. Age 22-29
7. Age 55 and Older
8. Black Female
9. Age 20-21
10. Age 17-21
11. Veteran
12. Unemployed 18-21
13. Exhausted UC Age 18-21
14. Post High School Education
15. Labor Force Participation Rate
16. Unemployment Rate 16-21
17. Head of Household with Child
18. Female Welfare
19. Received CRT > 21 Weeks
20. Work Experience Recipient
21. Displaced Homemaker
22. Received Acad CRT > 21 Weeks
23. Received Acad CRT > 26 Weeks
24. Received CRT > 39 Weeks
25. Received Acad CRT > 39 Weeks
26. Received Occup CRT > 21 Weeks
27. Received Occup CRT > 26 Weeks
28. Received Occup CRT > 39 Weeks
29. Male Offender

NEW FACTORS

1. Reading Level
2. Pre-Enrollment Work History
3. Pre-Enrollment Welfare Stipends
4. Length of Time on Welfare
5. Pre-Enrollment Wage
6. Industry of Employment
7. Multiple Employers Before Enrollment

INDIANA

- Defining "At-Risk Youth"
- Defining "At-Risk by Behavior vs. Characteristics
- Employment Competencies - Activity or System?
- Development of Coordination Criteria
- Indiana Manpower and Comprehensive Training (IMPACT) Concept
- South Bend, Indiana: Local Program Activities
- Indiana Youth Forum Policy Review Letter
- PY'88 JTPA Education (8%) Planning Instructions

DEFINING "AT-RISK YOUTH"

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There are two methods to determining and identifying "at-risk youth". One method is by identifying group characteristics and the other method is by comparing an individual's skill levels to employer expectations. Of the two methods of defining "at-risk youth", one stands out as a preferred method. This position paper will indicate why comparing an individual's skill levels to employer expectations is the preferred method to define "at-risk youth".

There are several group characteristics that can be used in identifying "at-risk youth". One group characteristic, education status, includes whether the youth is in-school or out-of-school, and/or whether the youth is a high school graduate or dropout. Youth can also be categorized and grouped by age, indicating that certain age levels may be more "at-risk" than others or that certain age levels require different types of programming/services. Youth can be characterized by race and ethnicity. Many studies indicate that minority youth, including blacks and hispanics may be more "at-risk" than white youth. Economic status is another characteristic utilized to determine "at-risk". Studies indicate that youth from poverty-level status families may be an indicator of a higher probability of long term unemployment and/or forming a poverty level family of their own. Youth in AFDC and WIN family caseloads (including teen parents and single heads of household) are considered even more at-risk than those of general poverty level status. In addition, youth living in poverty areas (although not from a poverty-level family) are also defined as more "at-risk" than these not living in a poverty area. Youth with behavioral problems, including truants, offenders and ex-offenders, and substance abusers, are also often characterized as "at-risk individuals". These group characteristics, both individually or in combination with one another, is one method used to identify and define "at-risk youth".

The second method to define at-risk youth is based on comparing an individual's skill levels to the required skill levels needed to acquire and function in a job. These required skill levels can be separated into four distinct areas including: pre-employment, work maturity, basic education and job specific skills. Pre-employment skills include those skills necessary to find employment (career decision-making, locating job openings, completing application forms, preparing a resume, interviewing). Work maturity skills encompass knowing and demonstrating behavior expected in the workplace (attendance, punctuality, task completion, getting along with others, showing initiative). Basic education skills include the reading, writing, speaking and computational skills necessary to function in a work setting. Job specific skills are those technical occupational skills required for each particular trade or field of work.

Defining at-risk youth by using characteristics (age, education, economic status, race, behavioral problems) causes inherent problems. These problems stem from the

assumptions that all youth within that specific category are the same, which does not allow for the individual differences of each youth within that category. Therefore, making programming and service delivery decisions based on characteristics may serve a majority of the individuals but not all of the youth within that specific age, race, or economic status. Some of the youth within that characteristic may already know the information being taught or may not be ready for the information. This would serve as a non-motivator to that youth because it would not serve his/her needs. Employers would always run the risk that even after a youth completes the program, he/she would not meet employer expectations.

By establishing skill levels (within all four categories of pre-employment, work maturity, basic education and job specific skills) that are required by employers for specific jobs/job clusters, "at-risk youth" could be defined as those youth who do not meet the required employer levels. Programming/service delivery could then be established that would train an individual in only those required skills that he/she is lacking. Therefore, programming would be very relevant for both participants and employers. The individual would remain motivated for two reasons. First the youth would only receive training on information he/she needs and starting at the level where he/she would be able to understand it. Secondly, the youth would understand the information's relevance to getting and keeping a job. Employers could be assured that participant programming was relevant to his/her expectations and requirements. Staff would know that programming was truly matching the youth to employer requirements.

In addition, by comparing an individual's skill levels to employer requirements, attention is not focused on the negative aspects of a youth's background, but the positive aspects of his current and future achievements. This positive focus allows both the youth and employer to forget stereotypes of the characteristic groups to which the youth might belong and evaluate the youth on his/her "job ready" skills.

DEFINING "AT-RISK" BY BEHAVIOR VS CHARACTERISTICS

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Characteristics (age, race/ethnicity, economic status, single heads of household, truants, offenders, substance abusers) are often used to define "at risk" youth. These characteristics are used, not because of an inherent relationship that having one of these characteristics automatically designates the youth to be "at risk", but because each of these groups on the average, have statistically been linked to lower employment rate percentages, lower wages when employed, and longer lengths of time of unemployment. Having one (or a combination) of these characteristics does not automatically ensure that the youth will not be able to be employed, or will always earn a low wage. There have been many examples of youth with one or more of these characteristics that have proven they were not "at risk". What then causes the statistics showing these characteristic groups to be "at risk"? It is imperative to examine the skills (in which the characteristic groups are commonly identified as being deficient) that, if a youth demonstrates, may cause him/her to be "at risk". These skills can be grouped together as life coping/life survival skills. These may constitute a fourth competency area (the first three being pre-employment/work maturity, basic education and job specific).

Based on past program design models, below is a table which indicates previously defined characteristic groups in relationship to possible perceived skill deficiency:

SKILLS	CHARACTERISTIC GROUPS WHO HAVE PREVIOUSLY BEEN TARGETED			
	Low Economic Status *	Behavior Problems **	Age	Education Status
1) Effective child care providers established (primary & "back-up").	X			
2) Able to manage multiple priorities.	X	X	X	X
3) Possessing adequate transportation.	X			
4) Possessing & wearing appropriate clothing.	X		X	
5) Stable environment (non-mobile).	X	X		
6) Knowledge of work ethic/incentive to work.	X	X	X	X
7) Possessing good health & health care.	X	X		
8) Demonstrating good nutrition.	X	X	X	
9) Self esteem.	X	X		
10) Demonstrating good money management.	X	X	X	X

* Teen Parent
AFDC/WIN Recipient
Single head of household

** Truant
Offender
Substance Abuser

EMPLOYMENT COMPETENCIES - ACTIVITY OR SYSTEM?

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Have you, or do you know anyone who . . .

- would like to know how to motivate a participant to continue in program activities?
- would like to know if and when a person is ready for a job?
- would like to have a reliable system for job matching, including knowing to what type of job and to which employer a youth should be matched?
- would like to know when a youth enrolled in a training component is really learning and not just "sitting in a class daydreaming"?
- would like to have a system to prove if a participant has increased his/her skills while enrolled in a training component?
- would like to know that enrolling an individual in a particular training program will address that youth's specific training needs?
- would like a way to guarantee to an employer that the referrals made can do the job?

Unfortunately, no one program activity or component (work experience, assessment, job club, try-out employment, generic classroom training, educational classroom training, occupational skills classroom training, on-the-job training, job development) or any combination of program activities can provide what is alluded to in the above questions. In order to have the answer to the above questions, a service delivery area needs a system designed to provide those answers. A system is defined as "a method" or "a set of principles". Therefore, the SDA needs to establish a method or a set of principles to 1) motivate youth, staff and employers; 2) provide a staff planning guide for the types of programs to be developed; 3) provide a staff planning guide for enrolling youth into appropriate training programs; 4) provide proof of the skills a participant learned while enrolled in a training component; and, 5) provide a guarantee to employers and a warranty on JTPA participants. A true employment competency system provides a method or a set of principles that:

- provide participants with a clear idea of what is expected of them throughout the program. These clear goals to be attained act as motivation for the youth

- measure the increments of attainment while in the training component

- measure progress of the youth while he/she participates in the program and measure total program outcomes

- provide employers with a knowledge of the skills in which participants are trained

- provide employers with the specific skills (and levels) in which a participant is competent

- ensure that referrals to employers are consistently "job ready". A consistent high quality of referrals will lead to trust in the JTPA program and increased use of the program by employers (employer guarantee and participant warranty).

There are several key issues in a reliable employment competency system. The first issue is that the established outcomes for competency attainment have been, and must continue to be, based upon employer's expectations of those job applicants that he/she is seeking to hire. The premise of the system is to establish the minimum level of achievement expected by employers (competency benchmarks or achievement levels) against which the participant is measured. If the participant reaches those expected minimum levels, there is quantifiable proof to the employer that the applicant is "job ready." Thus, the idea of product (participant) warranty and employer guarantee.

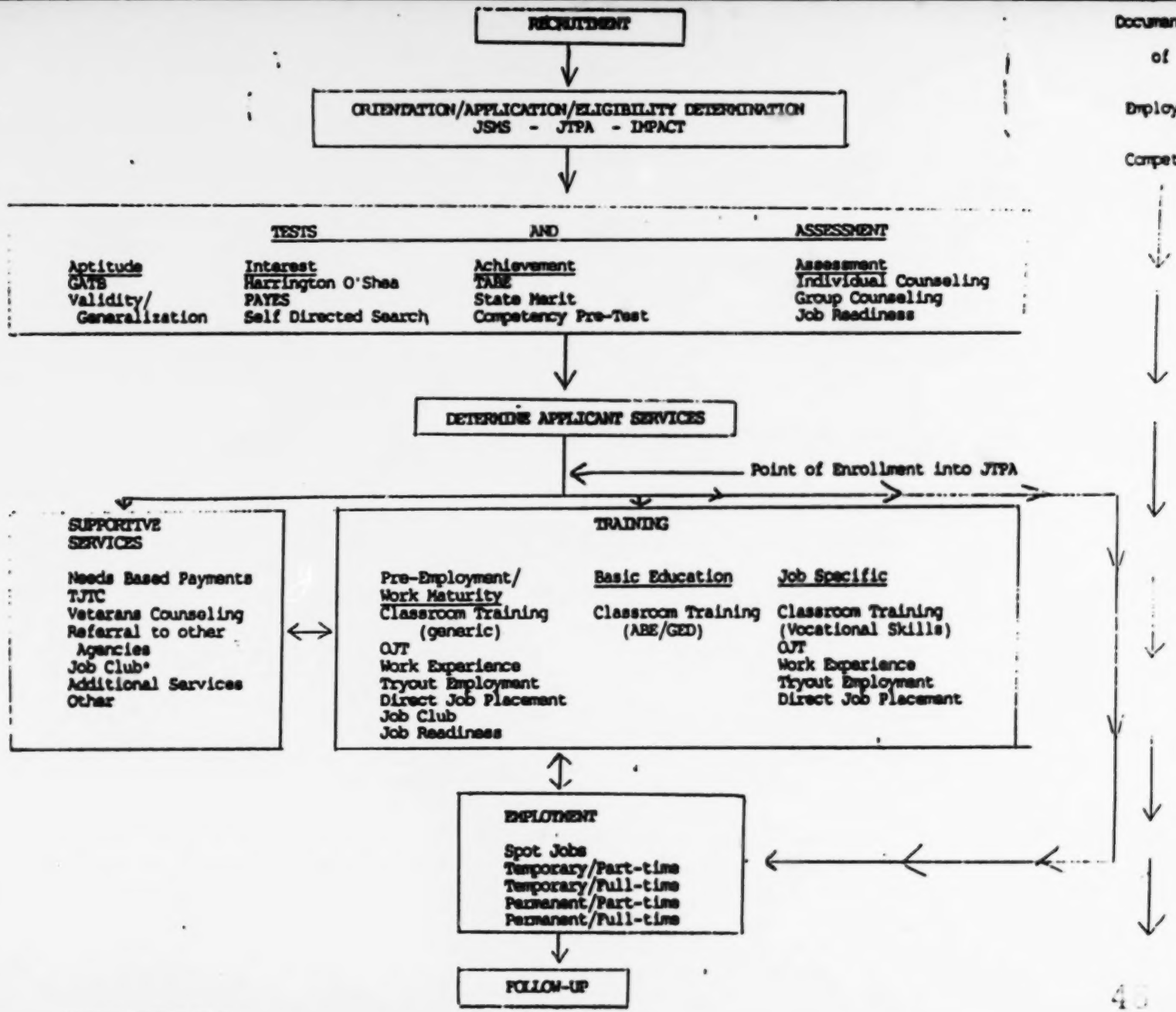
A second key issue is the pre-assessment and EDP development process. Since the competency system outcomes are based on employer expectations, the system shows to the participants (in a specific quantifiable way) what the employer demands that the participant knows before being hired for a job. Many times it has been found that participants "give up" or "dropout" if they see no relevance between what they are learning in the program and what is expected as they go apply for, or once they have, the job. If the concept of the competency system and the pre-testing results are quantifiable and explained appropriately in the EDP process, the participants often become more motivated because 1) they know exactly what they need to know, and, 2) they see relevance between what they are doing and are expected to do in the program, and how it will help them get and keep the job they want. Pre-assessment also ensures that participants are enrolled only in appropriate training programs that will address the specific needs of the participant.

Post assessment, documentation and certification is a third key issue because it

provides proof that the participant has learned the necessary skills at the required employer levels. This provides proof that the training program is worthwhile, and that the participant did learn (and was not just daydreaming in class), and that consistent referrals to employers are being made.

Those SDA's using employment competencies as a activity are losing many positive aspects. For example, if a participant is enrolled into a pre-employment competency "component", the positive aspects (as outlined previously) of employment competencies will apply only when the participant is involved in that specific component. All other components (OJT, work experience, job development) would not obtain the positive aspects of the employment competencies. Those SDA's that use employment competencies as a system, enroll youth into a JTPA Title and use the employment competencies (set of principles) to track the youth through all of the activities as they move from initial enrollment through to total program termination. For example, a youth would be enrolled, and assessed. The pre-assessment information would determine if the youth possessed the necessary pre-employment, work maturity, basic education and job specific skills. If the youth did not possess pre-employment skills, he/she would be enrolled into generic classroom training to learn the required pre-employment skills. Then, if the youth did not possess appropriate work maturity skills, he/she would be enrolled in a work component (work experience, try-out employment, on-the-job training, cooperative education program) to learn those skills. At the same time, job specific skills could be taught at that same job site, and the participant's progress would be tracked through the job specific competencies. If additional job specific skills were needed, the youth also could be enrolled into occupational skills classroom training, and the participant's progress would be tracked through job specific competencies. If the participant lacked basic education skills he/she could be enrolled into ABE/GED classes or alternative school, placed back into high school, utilize a computer assisted basic skills remediation program, and tracked through the basic skills competencies. All of the activities could occur concurrently, one after the other, or in some combination, because the competencies post assessment process allows for a program design based on the individual youth's needs. The attached participant flow chart describes this employment competency system and programming design.

With the employment competencies utilized as a system and not an activity, job placement becomes the number one priority for termination. Competency attainment is not the primary outcome for any youth, but rather is a job placement/marketing tool to help move youth into the labor force. In addition, program design, participant EDP development, participant program enrollment, employer, staff and youth motivation and participant warranty and employer guarantees are inherent within the employment competency system structure.



*Wagner Peyser Only

Attachment #1

DEVELOPMENT OF COORDINATION CRITERIA

Jennifer Biddle
Indiana Department of Employment
and Training Services

We are all aware of the entities who must coordinate together: employment and training, health and human services, welfare, education, and economic development, to name a few. We are also aware of the importance of coordination: reduced funding, common pools of participants, etc. We also know the reasoning behind the federal mandates to do so: eligible participants may need a variety of the services available through many different agencies to make them productive members of society. What there is a need for is how to develop coordination criteria, at the federal, state, and local areas, to best provide what we want coordination to accomplish. This paper attempts to recommend various players' roles in building coordination criteria, including areas for improvement and/or actual innovative ideas for coordination, and how to best implement the coordination criteria.

Federal

At the federal level, national direction is provided through legislation and funding is provided to states for implementing the legislation. Although a more "federalized" approach is not advocated, the federal government can better assist states and service delivery areas plan for a more coordinated approach as coordination between different types of federal legislation varies. The Job Training Partnership Act (JTPA) was the first federal legislation which mandated coordination of employment and training programs with other state and local education, employment and training agencies. The newly passed welfare reform bill also mandates coordination with employment and training entities. The Immigration Reform and Control of 1986 suggests the employment verification procedures be completed for employers by the State Employment Security Agency. The Food Security Act of 1985 amended the Food Stamp Act of 1977 to require states to establish an employment and training program for food stamp recipients. No coordination with existing employment and training programs was mandated. In fact, Indiana is the only state where the public welfare department contracted with the JTPA administrative entity to provide employment and training programs for food stamp recipients. The Stewart B. McKinney Act ensures coordination among all the entities required for comprehensive programming for homeless individuals by having all plans certified for coordination. To assist the coordination efforts among state agencies and also at the local levels, Congress could ensure legislative guidelines which mesh.

Both federal and state legislation should allow for commonality among programs and definitions. Currently, income guidelines are different under JTPA, school lunch programs, Targeted Jobs Tax Credit (TJTC) eligibility, and welfare and food stamp programs. "Youth" are defined differently under JTPA, Wagner-Peyser, TJTC, and welfare programs. Other terms which are defined differently under JTPA, education, and/or welfare and food stamp programs are "remediation," "competency based,"

"placement," and "enrollment." Common definitions would allow for easier transferability from one program to another and less duplication of services. The federal government could ensure consistent funding cycles/state plan dates among the various legislation. As an example, JTPA is on a program year cycle (July 1 to June 30) while the Food Security Act is on a fiscal year cycle (Oct 1 to September 30.) In addition, only JTPA legislation is structured for accountability through performance standards. Other types of education, employment and training legislation should be held accountable and measure cost effectiveness.

Accountability standards such as service levels, mandated expenditure rates and performance standards do not but could reflect a level of coordination and be consistent across all education, employment and training legislation. In addition, factors which consider local differences, as in JTPA, must continue.

States

States can implement more effective systems to build better coordination at both the state and local levels. The State of Michigan has established a directory of state-wide, publicly-funded job training, education, and related services. In addition, Michigan is mandating each service delivery area to prepare a similar local database. The local database will contain, at a minimum, the names of all job training and related programs available in the service delivery area; the types of services provided (outreach/recruitment, intake, assessment and counseling, etc.); eligibility requirements; where, when, and by whom services are provided; the scope of each program - total funding allocated and number of participants planned; and the name, address, and telephone number of the contact individual. Another state initiative to ensure coordination includes pilots for common intake forms, assessment, and employability development forms. Michigan is mandating that a core group of local agencies convene to develop integration strategies and approaches for the local area. In Indiana all JTPA/Wagner-Peyser local offices are in the process of or have functionally merged or co-located.

States could ensure similar substate areas for their various forms of education, rehabilitation, employment and training legislation. Non-similar configurations of substate delivery areas, etc. can only create havoc when local administrations attempt to coordinate local programming.

Another inherent factor which may adversely affect coordination is the plethora of state and local advisory bodies. JTPA has state job training coordinating councils (SJTCC) at the state level and private industry councils at the local level. Wagner-Peyser has local job service employer committees and state level Employment Service Advisory Council. Vocational education and vocational rehabilitation both have their own state and/or local governing bodies. National and state legislation must recognize that for maximizing coordination of employment and training to occur, legislation must permit there be one governing body each at the state and local levels for education, employment and training programs. Such advisory bodies should be an equitable

representation of the affected programs. The SJTCC's and private industry councils, initiated through JTPA, currently represent a private/public decentralized system and could be the focal point of all education, employment and training programs. At a minimum, private industry councils could ensure the non-duplication of and inclusion of services to meet all the needs of the community. Inherent for success as SJTCC's and private industry councils assume a progressively broader role in the management of all funding dealing with education, employment and training would be appropriate technical assistance to gain expertise to do the job. The extent to which private industry councils and SJTCC's take on a "progressively broader role" should be left to the states.

Local

The greatest level of coordination has and should continue to be achieved at the local level. At risk youth need not only remedial education but also "world of work" experience. Youth in homeless families require basic-existence assistance (food, clothing, shelter) before education and job training are even considered. The success or failure of such programs depends in large part on the level of coordination among the various local agencies. Further, the types of contracting and local outcome standards should not impede the coordination effort.

Implementation

Success for any program depends on implementation. The following provides several guidelines for a group's planning process.

1. Leadership. Someone must get the ball rolling and shoulder the responsibility for the program. For the first planning sessions, the leader will determine the initial membership of the group, describe the objectives of the program, and set an agenda. An effective leader will delegate authority and ensure group consensus on a plan of action.

2. Overcoming attitudes/turf issues. Many times for an employment and training program, group membership will consist of representatives from both private and public firms. Group members must not allow preconceived ideas about other group members to inhibit the group's purpose. The group must eliminate "turf" issues or unfair placing of the blame. Lastly, the group must recognize and overcome the limitations of all legislation which affects program planning.

3. Commitment. Group members must ensure program operators buy into the purpose of the group. This may best be accomplished through communication at all stages of the planning process and continue through program implementation and completion.

4. Feedback. Evaluating the program is essential to assure goals are met. The group should not necessarily only evaluate at program completion but through all stages. If something is not working - change it! All affected parties should be involved in evaluating -- planning group members, program operators, and participants -- to ensure a maximum level of feed back.

In summary, this paper attempts to outline federal, state, and local roles in developing coordination criteria. In addition, several implementation strategies are discussed.

INDIANA MANPOWER AND COMPREHENSIVE TRAINING (IMPACT) CONCEPT

Jennifer Biddle
Nina White
Indiana Department of Employment
and Training Services

The Purpose for Development of IMPACT

The Food Security Act of 1985 amends the Food Stamp Act of 1977 to require each state to implement an employment and training program by April 1, 1987 for the purpose of assisting members of households participating in the food stamp program in gaining skills, training, or experience that will increase their ability to obtain regular employment. In Indiana, a separate employment and training program administered by the state welfare agency will not be developed. Rather, we will capitalize upon our existing and very successful employment and training system to go beyond the federal mandate. Federal funds and IMPACT dollars appropriated by the state legislature will be used to build an infrastructure to move public assistance recipients into employment.

Delivery of Services

The Indiana State Department of Public Welfare (ISDPW) will enter into a contract with the Department of Employment and Training Services (DETS) for the delivery of employment and training services. At this time, ISDPW staff are providing a Community Work Experience Program (CWEP), a Work Supplementation Program (WSP) and job search on a small scale until the ISDPW/DETS contract goes into effect October 1, 1987. The contract will provide DETS the entire state appropriation and all federal matching funds which DETS will then allocate to its seventeen local service delivery areas. These dollars will be used in conjunction with other resources, such as Job Training Partnership Act and Wagner-Peyser funds, to expand the system's ability to serve the food stamp recipient population.

What Services Will Be Offered?

ISDPW will continue to provide CWEP and WSP to persons who may need such experience to prepare them for entering employment and training programs. The local service delivery system of DETS will provide a full range of services designed to meet individual needs based upon individual employability plans. Such services will include assessment, academic education, vocational education, job search training, and work experience. Both ISDPW and the employment and training system will provide supportive services for expenses such as transportation and child care to enable the food stamp recipients to participate.

Who Must Participate?

Food Stamp applicants and recipients must register for work unless they meet certain statutory exemptions such as being disabled, being employed at least 30 hours per week, or having a dependent child under the age of six. Persons who are mandatory registrants may be exempt from actual participation due to lack of adequate child care or transportation or residence in a non-mandatory county. Only 24 counties in the state will require mandatory participation. They are: Lake, Porter, LaPorte, St. Joseph, Elkhart, Allen, Tippecanoe, Howard, Grant, Madison, Delaware, Wayne, Marion, Vigo, Monroe, Knox, Clark, Floyd, Vandeburgh, Bartholomew, Cass, Henry, Jackson and Morgan.

What Will Happen to Persons Who Refuse to Participate?

Mandatory registrants who are assigned to employment and training or work component and fail to participate will be "sanctioned;" i.e., they will be notified that food stamp benefits will be terminated unless they participate. Persons who fail to cooperate after such notification will be terminated from the food stamp program.

SOUTH BEND, INDIANA: LOCAL PROGRAM ACTIVITIES

John S. Reid
Youth Service Bureau
South Bend, Indiana

Programs in Place

Local JTP (St. Joseph County Job Training Program) offers an Indiana Graduates at Work (IGAW) Program. Low achieving seniors in seven different local High Schools (GPA below 2.0) who are economically disadvantaged are recruited. They are offered pre-employment training (PET), study skills, career exploration, job placement and monitoring, as well as help in investigating post high school training toward a career goal. Entry level employment with growth potential as well as a career goal are the aim of the program. Participants are able to earn up to 6 credits toward graduation for their involvement. JTP funds this program solely.

Local JTP offers a variety of summer programs. Some of these participants feed into the Bridge Program. They are economically disadvantaged youth.

Local JTP offers the Bridge Program (to bridge the gap between middle school and high school). The focus is on academic motivation, study skills, some tutoring, employability skills and personal development skills. These services are offered to economically disadvantaged under achieving youth with attendance and/or behavioral problems who are 1 or 2 grade levels deficient in math and/or reading. Bridge is in all five South Bend High Schools and is a cost partnership between JTP and the School Corporation. Offered to ninth and tenth graders.

Local JTP is planning a program for 11th graders.

JTP offers the Second Chance Program funded with 8% monies. Economically disadvantaged (a 20% window applies here) high school drop-outs are served. GED prep, life skills training and job placement and monitoring are offered.

Local JTP contracts with OIC (Opportunities Industrialization Center) for skills training programs. Participants are 18 and above, with or without a high school diploma. Participants receive GED preparation, clerical training, computer data entry training and job placement. JTP contracts with OIC on a performance base.

Local JTP contracts with the Youth Service Bureau 70001 Program for an employability enhancement program. Participants are 16-21 year old economically disadvantaged High School drop-outs. Pre-employment training (PET) is offered as well as GED prep, tutoring, computer familiarization, independent living skills, job placement and monitoring. JTP contacts with YSB 70001 on a performance base. A 10% window is used to determine eligibility in cases requiring such.

Program Ideas Not Now Offered

JTP could offer, without eligibility determination, a career exploration service to all third, sixth and ninth graders. This would be done by JTP staff in conjunction with School Corp, with the latter reimbursing JTP for the service.

JTP could offer teacher training in career exploration to the local school corporation. School staff could then implement the service. Again, the school corporation would reimburse JTP for the service.

JTP could offer to economically disadvantaged Head Start staff and clients the same services as mentioned above.

Following you will find brochures from several of the programs mentioned.

"I have found IGAW graduates to be hard-working, motivated individuals who have become an asset to our organization."

Patricia Sheyka
Employment Manager/Recruiter
St. Joseph's Medical Center

"I saved time and expense in securing an employee. The prescreening done by the Job Specialists is very helpful."

Georgia Hill
Owner
Hill's Card & Party Center, Inc.

"IGAW's follow-up service is just what I need to ensure the adjustment of new employees to their jobs. It helps me avoid needless staff turnover."

Margaret Andrysiak
Vice President/Director of Personnel
Valley American Bank

"the bridge from school to work"

A Good Employee

Is a GREAT INVESTMENT

Indiana Graduates at Work

Hiring a new employee can be a costly, time-consuming and frustrating experience. It does not have to be.

Indiana Graduates at Work (IGAW) is committed to reducing youth unemployment and providing a source of job-ready, eager and enthusiastic entry-level employees.

Five Reasons IGAW Graduates Are a Good Investment:

1. Free pre-screening of applicants and job matching assistance.
2. Applicants prepared to deliver a full day's work for a day's pay.
3. Job applicants who have been trained to understand the expectations an employer will have.
4. Arrangement of interviews and administration of required pre-employment tests.
5. Follow-up on a regular basis to insure a profitable relationship for both employer and employee.

This adds up to a big savings of time and money trying to weed out the best person for the job from the hundreds who typically respond to a costly want-ad.

All IGAW graduates have attended a St. Joseph County high school and were carefully selected from their senior class as students who wanted to work after their high school graduation. These students spent time during their senior year in classes designed to prepare them for future employment.

IGAW GRADUATES LEARN:

- to **COMMUNICATE SUCCESSFULLY.**
- the importance of **HONESTY** and **DEPENDABILITY** in the workplace.
- the need to maintain a **PROFESSIONAL APPEARANCE** and **ATTITUDE.**
- to set **CAREER GOALS.**
- to seek **GREATER RESPONSIBILITY** on the job.

It is from this pool of trained, job-ready high school graduates that we select the applicants for your entry-level job openings.

When you are ready to hire, we are ready to help.

Simply contact the IGAW Job Specialist assigned to your area.

Or. . .
Contact the main office of
Indiana Graduates at Work

317 W. Washington Street
South Bend, IN 46624
(219) 233-6181

Hiring good workers
is profitable.
Call IGAW to fill your
entry-level openings.

EMPLOYERS !

We don't ask employers for any guarantees that they will hire Associates. We do ask employers to interview our young people and judge them on their own merits.

Every effort is made to match Associates with jobs to ensure successful and profitable experiences for both employer and employee.

70001 is the only employment and training program that has its own youth organization -- the 70001 Career Association -- which provides the motivation, personal and vocational development so essential to success on the job ..and in life.

The major difference between 70001 and other employment and training programs is our emphasis on motivation and job retention. From 1976 - 1980, more than 10,000 Associates earned approximately $11.5 million on unsubsidized jobs in the private sector. They paid $2.3 million in federal, state and local taxes, and that doesn't include what they earned after leaving 70001.

Which reminds us of another old-fashioned phrase: "The proof is in the pudding."

WE CARE

AT 70001 !

HOW CAN I JOIN Y.S.B. 70001 ?

You may call our office at (219) 284-9231 to receive orientation information. Orientation sessions are conducted on a regular basis to provide you with information regarding our Program and how to begin the entry process. We are open 8:30 - 4:45 p.m. Monday thru Friday.

ALL SERVICES ARE FREE !

FOR INFORMATION
CALL Y.S.B. 70001
2222 LINCOLNWAY WEST
SOUTH BEND, IN 46628
(219) 284-9231

United Way

Youth Service Bureau 70001 Program

Pre-employment • Education • Life-Skills •

WHAT IS Y.S.B. 70001 ?

Y.S.B. 70001 helps 16-21 year old high school drop-outs work toward their high school equivalency diploma (G.E.D.) and find unsubsidized jobs in private business. It is a program of employment, training, education and motivation.

HOW DID IT START ?

Y.S.B. 70001 opened its doors in October 1981. 70001 was born in 1969 in Delaware through a grant received from a private company to fund a pilot project for motivating and employing high school drop-outs. In 1976 the rapidly growing 70001 program formed a private, non-profit corporation--70001 Training & Employment Institute, which is located in Washington D.C.

WHERE DID 70001 GET ITS NAME?

It was the accounting code (70-00-1) assigned by the State of Delaware to the private grant. Since the project had no name, it was referred to as "Project 70,001". The name stuck!

IT'S WORKING !

HOW DOES IT WORK ?

The typical 70001 enrollee, who is called an Associate, immediately receives pre-employment training and is placed as soon as possible into an unsubsidized job in private business, primarily in retailing or distribution. During off-hours, he or she works towards a G.E.D. and also participates in activities of the 70001 Career Association (SEVCA), which is designed to help the Associate develop job and social skills.

HOW DOES Y.S.B. 70001 OPERATE ?

Y.S.B. 70001 is funded by St. Joseph County Job Training Program (JTPA) and administered by the Youth Service Bureau (YSB) of St. Joseph County, Inc.

DO EMPLOYERS GET FEDERAL SUBSIDIES FOR HIRING 70001 ASSOCIATES ?

No, employers do not receive a federal subsidy to hire our Associates. That's a major reason why 70001 placement costs are about one-third those of other JTPA funded programs. Under new federal legislation, however, some employers can qualify for tax credits.

THEY'RE WORKING !

WHAT KIND OF JOBS DO 70001 ASSOCIATES GET ?

Primarily, they are entry-level jobs in retailing and distribution such as stock clerk, salesperson, cashier in retail store, counter person, fry-cook or dishwasher. Recently, 70001 also has become involved in industrial occupations

TAX BREAK for EMPLOYERS

A TARGETED JOBS TAX CREDIT is being offered by the Federal Government for hiring certain economically disadvantaged persons. This credit could total half of the first $6,000 in wages paid during an employee's first year on the job, and up to one-fourth for the first $6,000 paid in the second year of employment. Ask your local 70001 program representative for details.

call 284-9231

October 10, 1988

Charles R. Bolz
Indiana State University
School of Graduate Studies
Office of Grants
and Project Development
Terre Haute, Indiana 47809

Dear Mr. Bolz:

Thank you for allowing the Indiana Youth Forum to provide comments on the Job Training Partnership Act for the Indiana reviev. These comments were a consensus among the Youth Forum Membership and therefore, does not represent a state, local, or individual belief.

The Youth Forum believes that the best way to prepare for Workforce 2000 is to address the proposed four broad areas (as presented in the US Department of Labor's Discussion Paper) by analyzing the future employment and training needs. As the employment and training needs of the next decade may be different from those of the past five years, just revieving what seemingly has/has not worked under the first five years of JTPA implementation may not be appropriate predictors of the solutions for employment and training needs in the next five to ten years. However, when positive solutions observed by revieving the past five years of JTPA correlate with perceived employment & training needs of the next decade, those examples also will be presented.

Who Should Be Served?

The Indiana Youth Forum believes that legislative mandates should not choose between those disadvantaged individuals who face the most serious barriers to employment and those who meet the law's income test but are best equipped to succeed in competitive employment. A mixture of the current (and future) economy, demand in the labor market, linkages with other programs, and availability of JTPA funds will more appropriately guide who can successfully be served in the program. The public/private partnership at the local level must continue to analyze the mixture of those factors and be allowed the flexibility to determine who is most appropriate to be served.

The youth forum believes that the healthiest programs serve both disadvantaged individuals who face the most serious barriers to employment, as well as people who meet the income test and exhibit characteristics that make them more likely to succeed in gaining employment. This creates and maintains a positive image of the program to all involved. By serving a broad spectrum of clients, the program does not become negatively labeled by both employers and applicants. Once labeled, the program could never be fully utilized by either constituency.

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The community's divergent needs for both immediate job matching/training and investment in human capital for future job needs can also only be addressed by giving the employment and training programs flexibility to serve both those with the most serious barriers to employment and those who meet the income test and exhibit characteristics that make them more likely to succeed in gaining employment. Employers are able to fill vacant positions quickly with those soon-to-be "job ready" individuals and yet explore and be prepared for their future hiring/training needs with those who need more intensified services. Program operators are able to afford to offer more intensified and longer term services (occupational skills training, basic skills remediation, pre-employment/work maturity training) for clients assessed with those needs whenever they are able to enroll another individual into more "direct route" shorter term (job club, job readiness) programming. Participants are able to receive what specifically addresses their own needs when the program offers a full range of services.

To serve only those with the most serious barriers to employment would require an increase in funding and a change in the current performance standards. To serve only those who are the most likely to succeed would create an even larger gap than is predicted between employers and job applicants for Workforce 2000.

The youth forum believes that any proposed changes to the current funding formula should be carefully analyzed as to the effect on each state and service delivery area. An adequate funding base, without dramatic changes, is necessary in order to preserve and develop good program management in each service delivery area. Potentially, increased funds could be sought to address the needs of any geographic area that is determined to be relatively underserved.

<u>What Services Should be Provided and how can the Quality of Services be Improved?</u>

The youth forum recommends that the current wide range of services allowable for participants and the employment generating services be retained in the legislation. Each service delivery area can target services most appropriate for the area and the clients from those currently allowable. Although the youth forum opposes any attempts to limit services to remediation and basic skills, it does encourage emphasis on remediation programming, and requests additional funds and "outcome credit" given to the SDA for those individuals who advance their basic skills while participating in the program.

Quality training is identified by the youth forum as training that:

1) is individualized (allows a person to meet his/her own goals) and encourages the individual to place his goal <u>at</u> his potential and not below)

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2) is competency based
3) gives the individual an understanding of the relevance between education/training and his/her ultimate goal of long term productivity
4) stresses intermediate, reachable measures along the path to the overall goal and provides incentives and bonuses to reaching those intermediate goals
5) prepares the in-school youth to "mainstream" back into the normal classroom training versus encouraging the exclusion of at-risk individuals from the normal classroom.

The youth forum believes that if individuals with more significant barriers are targeted for services, the limit on supportive service funds may need to be increased. The forum recommends that the limit be increased based on the ratio of the number of enrollees with serious barriers to overall enrollees. Emphasis needs to be placed on coordinating resources with other entities so that JTPA does not get into the income maintenance business. JTPA should take a non-duplicative role. It should be measured against standards of partnership versus support service provision. The youth forum would like to see legislation and programs (food stamps, AFDC, etc) that can provide income maintenance utilized effectively for those services while people are in JTPA programs.

<u>How Can The Management Tools used in the Program be Enhanced?</u>

The youth forum would again like to stress that a local analysis of the mixture of the current and projected economy, labor market demands, and program linkages provide the best guidance for program management. Therefore current levels of communication from state and federal levels are sufficient. Increased state and federal mandates, policy interpretation and oversight would only negatively impact the local private/public partnerships that have developed and continue to refine.

If changes in policy or direction do occur at the state/federal levels, it is essential that the state/local partnerships are notified at lease one year in advance of the proposed change. In addition, as has occurred in the past, input should be sought from the local level and dialogue should occur between the local and state/federal levels prior to decisions being made for changes in policy or direction. The federal, state and local partnerships, therefore, would also continue to develop and refine.

Care should be taken at local, state and federal levels to not create a situation where various aspects of the program impact negatively upon each other. For instance, establishing incentive award guidelines that would be "at odds" with the performance standards. Another example exists where an SDA, in answering the mandate of serving the 40% expenditure for youth and the workforce 2000 issue in that community, chose to target in-school youth who

were at-risk of dropping out and pro-actively tried to prevent an increase in high school graduates and effect a decrease in the drop-out rate within the SDA. However, they were unable to meet the mandated "reactive" role of serving the dropouts at the same level as within the SDA's population. As can be seen, it is extremely difficult for a PIC to target both "prevention" versus "corrective action" with the limited amount of funds that are available. The Youth Forum recommends that as a new emphasis becomes a national priority and/or is "amended" into legislation, the impact is revieved in light of current cost limitations, performance standards, service levels, etc.

The performance standards and all measurement items need to continue to be revieved to ensure that they are based on legitimate standards, measure the outcomes of the program that are current priorities of public policy and change to measure the future priorities of public policy.

Should JTPA be integrated more closely with non-JTPA services and how can such coordination be achieved?

Inadequate funding for many human resources and employment and training programs has forced linkages among JTPA, Welfare, Food Stamps, Education, Wagner-Peyser as well as many others. In fact, in contrast to what was stated in the white paper, the youth forum believes that the alleged "creaming" issue may be a result of effective established linkages. The JTPA enrollment statistics appear as if SDA's are "creaming" when those linkages allow for individuals' needs to be referred to other agencies and dealt with adequately enough prior to JTPA enrollment. However, in establishing the linkages, it became apparent that coordination at the state and federal levels needs better implementation. The Youth Forum recommends that common definitions among various laws be established. Some examples may be 1) income guidelines (for JTPA, school lunch programs, TJTC, welfare, food stamps, Department of Aging programs), 2) ages of "youth" (JTPA, Wagner-Peyser TJTC, Welfare, 3)"Remediation" (JTPA, education programs), 4) "Competency Based" (JTPA, Education programs), 5) Placement (JTPA, Wagner-Peyser, Welfare, Food stamps), and, 6) "Enrollment" (JTPA, Wagner-Peyser, Welfare, Food stamps). Common definitions would also allow for easier transferability from one program to another and less duplication of services.

Unfortunately, many times one legislation will impact negatively on another legislation. For example, some of the current food stamp, welfare and housing rules are negatively impacting JTPA clients because those rules make people participating in job training and employment programs lose their food stamp, welfare, health care, and housing benefits. Therefore, the youth forum recommends that any new legislation or amendments be revieved before finalized to see how it impacts other current legislation. All legislation needs to be flexible enough to encourage linkages among various legislative programs in order to meet community needs.

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Because the partnership concept has been highly effective in JTPA, the youth forum recommends that the Private Industry Council's role be expanded to encompass all job training & placement programs. The role and the responsibility of the PIC for planning, organizing, directing and evaluating should be enacted by federal and state government proclamation.

Sincerely,

Richalene M. Kozumplik

Richalene M. Kozumplik
Co-Facilitator

Sincerely,

Jennifer Biddle

Jennifer Biddle
Co-Facilitator

RMK\mld

bcc: Steering Committee Members
Betty Lou Nault
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THE WORK CONNECTION
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DEPARTMENT OF EMPLOYMENT & TRAINING SERVICES

Robert D. Orr, Governor
John M. Mutz, Lt Governor
Thomas P. Miller, Executive Director

10 North Senate Avenue, Room 331
Indianapolis, Indiana 46204
(317) 232-3270

To: Administrative Entities
Grant Recipients
DETS Local Office Managers

From: Carol Blinzinger, Director
Program Operations

Carol

Date: April 8, 1988

Subj: Operational Directive: 131
Instructions for Program Year 1988 JTPA Education (8%) Unified Local Employment and Training Plan Addendum-Modification to Operational Directive No. 110

Introduction and General Instructions

The Indiana General Assembly allocated eight percent set-aside funds for Program Year 1988 to the Indiana Department of Employment and Training Services. These funds are to be used for the statewide initiatives in support of the plans, goals and objectives identified by IDETS, the Indiana Department of Education, the Indiana Commission on Higher Education and the Indiana Commission on Vocational and Technical Education. These funds are intended to initiate new or expanded programs rather than provide ongoing support for existing programs.

By way of Policy Letter 88-3, private industry councils have received specific allocations for administering cooperative programs that meet the following initiatives and priorities for Program Year 1988:

Initiative #1: AT RISK YOUTH, SCHOOL DROPOUTS, AND STRENGTHENING PROGRAMS THAT BRIDGE SCHOOL TO WORK.

This initiative encourages program development in the area of education and employment of youth. Programs might be directed to targeted populations such as at-risk youth, dropouts, disadvantaged or disabled. Other programmatic themes might relate to the development of education-to-work linkages, innovative teaching/learning programs, or the development of counseling and support programs.

Priorities

Program focus shall be on any or a combination of the following:

1. Coordination and linkages with Department of Education (DOE) initiatives such as at-risk youth, guidance and counseling and summer remediation for the economically

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disadvantaged and persons with disabilities;

2. Innovative programs that promote skills needed for current and future employment;

3. Demonstration programs for school dropouts;

4. Apprenticeship programs with local management/labor committees;

5. Alternative learning approaches to improve basic skills;

6. Sequenced training programs; and

7. Work/counseling/support programs for all populations served including people with disabilities.

Initiative #2: ADULT BASIC EDUCATION/UPGRADING/SKILL ENHANCEMENT

This initiative is directed to employability skills for adults. Programming focus might be on improvement of basic academic skills, innovation in the design of education and training programs for adults, upgrading of employment skills, programs that create cooperation between business and education, and community services to enhance work and learning opportunities for adults. Outcomes might be improved accessibility to training, employability resulting from education, and skill enhancement.

Priorities

Program focus shall be any one or a combination of the following:

1. Tailored basic skill upgrading for adults, including new skills for existing jobs related to current occupational requirements;

2. Flexible scheduling of training to include such options as week-end programs, work release, etc.;

3. "At home" learning programs patterned after GED on TV;

4. Joint demonstration projects with Department of Education and post-secondary institutions to design and test new approaches for adult learners;

5. Innovative job placement programs such as job sharing and temporary employment;

6. Scholarship programs for occupations in high demand;

7. Mentor/teacher, adults teaching adults, including college students who receive college credit for teaching adults; and

8. Joint employer-school programs which could include: in-plant programs and the factory or business as a classroom setting.

These instructions provide the general guidelines and parameters to private industry councils for developing unified plan addenda for PY'88 JTPA education funds. The initiatives and priorities discussed earlier set forth the statewide directions for the use of these funds.

Addenda must reflect a cooperative planning process. That is, the intent of these instructions is to encourage collaborative local planning under the auspices of the private industry council that:

... assembles leaders from the business community, local education agencies, employment and training agencies, and social service organizations;

... identifies and clearly defines area problem(s) and needs to be addressed;

... establishes an effective, non-duplicative service delivery system through efficient interagency collaboration; and

... outlines concrete performance goals by which both participant outcomes and the effectiveness of coordination can be evaluated.

To insure collaborative efforts, the private industry council should take the lead role in convening the members of appropriate organizations such as representatives from the education, training, business, and labor communities. Once assembled, the planning group should identify the critical education and training issues in the community which demand a comprehensive and closely coordinated approach to resolution. The selection of the particular problem(s) to be addressed must be based on one of the statewide initiatives or priorities listed above.

MATCHING AND REPORTING REQUIREMENTS

Using JTPA funds to maximize total resources for service to the target population is a key element. Under the JTPA education programs, funds must be matched locally on a one-to-one basis by non-JTPA resources, either in cash or in-kind contributions. Therefore, when developing service strategy, the planning group should identify potential sources of matching funds. Grant recipients are required to report match on a quarterly basis. A minimum of 80% of the local education allocation must be spent on economically disadvantaged individuals. Grant recipients are responsible for documenting and verifying match and participant eligibility. Grant recipients are also responsible for participant data entry into the automated Participant Management Information System (PMIS). Funds expended for both economically disadvantaged and non-economically disadvantaged participants must be reported monthly.

COOPERATIVE AGREEMENTS AND TECHNICAL ASSISTANCE FROM THE DEPARTMENT OF EDUCATION

Section 3 of the JTPA amendments published September 24, 1986, mandates that funds available under Section 123 shall be used:

(1). to provide services for eligible participants through cooperative agreements between such state education agency or agencies, administrative entities in the service delivery area in the state, and (where appropriate) local education agency; and

(2). to facilitate coordination of education and training services for eligible participants through such cooperative agreements.

Technical assistance for developing education fund (8%) addenda is available from the Indiana Department of Education through an agreement with the Department of Employment and Training Services. Major services offered by the DOE are those included in Information Notice No. 87-1, issued July 10, 1987. Under this agreement, technical assistance is available for private industry council JTPA education programs funded through the eight percent set-aside for Program Year 1988.

Local program planners are encouraged to use the service provided by the Indiana Department of Education. Contact Dave Burkett on issues related to ABE at (317) 269-9424 or Ann Leachman at (317) 269-9684 on vocational education issues. " -

Pursuant to the coordination policy included in the State Plan, sections 141 (b) and 141 (h) of the JTPA, programs are not to duplicate services. Recipients of eight percent education funds are expected to coordinate programs with existing schools and institutions. Justification must be given for developing an alternate delivery system from that which currently exists in the local area.

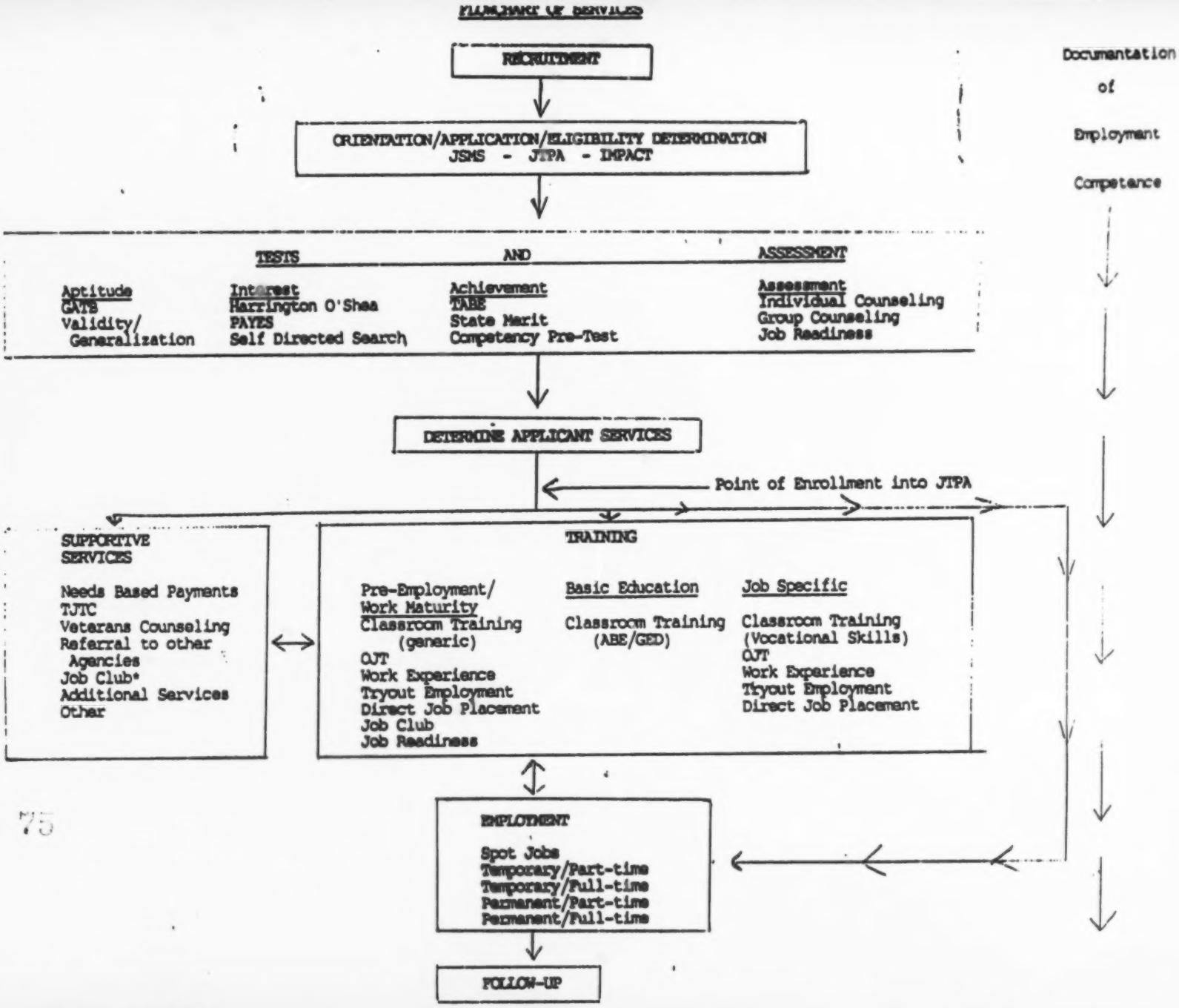
Plan addenda submitted and approved will be the addenda to the unified employment and training plans of service delivery areas. Submit one copy of the plan addenda with original signature to the attention of Nina White, Manager, Operational Planning and Support, Indiana Department of Employment and Training Services, 10 North Senate, Indianapolis, Indiana 46204. Plan addenda must be submitted to DETS no later than August 1, 1988.

Questions regarding these instructions may be directed to Jerry Watts at 317-232-7570.

These instructions modify Section VIII B of Operational Directive 110. Plan addenda must be submitted in accordance with the format as specified in the attached instructions.

Attachments

cc: PIC Chairs
CEO Representatives



Attachment #1

MICHIGAN

- Serving At-Risk Youth
- Michigan Program Models
- Increasing Services to At-Risk Youth Utilizing RFP and Contracting Procedures
- Next Steps to Effective Remediation Strategies: The Michigan Model
- Title IIA 6% Incentive Funds to Serve the Hard-to-Serve
- Hard-to-Serve Program Initiative: Request for Proposals
- PY'88 Goals, Objectives and Coordination Criteria
- Michigan Service Delivery Area Review Guide for Youth Employment Competency Systems

SERVING AT-RISK YOUTH

Linda Kinney
Robert Rice
Michigan Department of Labor

Definition of "At-Risk" Youth

Background. There are as many definitions of "at-risk youth" as there are publications which discuss possible solutions to the problem. Most of the current definitions describe at-risk youth as those who either through accident of birth, or inappropriate decisions, have certain common characteristics. There include such things as persons from non-white and immigrant families, from households where parents have low income and little education, handicapped, single parents, offenders, high-school dropouts and substance abusers.

In Michigan, an attempt is being made to redefine "at risk" in terms of individuals' needs. While any combination of the commonly used characteristics may be the underlying cause of being at risk, it is believed that they in and of themselves do not constitute being at risk.

In November 1987 the Governor's Employability Skills Task Force convened with the charge to identify the generic skills and behaviors employers believed to be important for employment across a broad range of business, service, and industrial sector jobs. This diverse group of Michigan employers produced a Michigan employability profile containing three categories of skills which will be required of Michigan workers in the future. These three categories of skills are:

1. Academic skills which provide the basic foundation necessary to get, keep, and progress on a job;

2. Personal management skills related to developing the attitudes and behaviors required to get, keep, and progress on a job;

3. Teamwork skills needed to work with others on a job.

The types of skills identified in the Employability Skills Profile as personal management skills and teamwork skills are commonly known in JTPA programming as pre-employment/work maturity skills.

Definition. For purposes of providing options to the USDOL Region V Youth Performance Management Task Force, we offer the following definition of at-risk youth:

> "Youth who are deficient in **functional** academic skills and/or pre-employment/work maturity skills."

This definition needs further clarification as to what is meant by deficiency in "functional" academic skills. Traditionally, academic skills have been measured by grade level attainments. However, as found by the Governor's Employability Skills Task Force, most employers find these references and measures of little value in accurately defining worker effectiveness. Rather, they are more interested in the ability to use reading, writing, math, and communication skills in an **applied** work related manner.

Therefore, deficiencies in "functional" academic skills may be defined as the inability to apply knowledge to everyday work situations. An example of this is the inability to read and process information to follow written instructions to properly complete a job application.

It must be realized that the more severe the deficiencies, the more "at-risk" the youth is. While a person meeting the minimal deficiencies may still be defined as "at risk", the degree of deficiency relates directly to the degree of need, and subsequently the amount of time and cost necessary to serve them. State and local agencies need to consider this fact when formulating incentive grant and performance standards options.

Definition of "Employability"

The employability definition contained in this section applies to entry level skills needed to get and keep a job. This foundation of skills is essential for employment in any field. Beyond this basic foundation are occupational specific skills which may be obtained on the job or through further formal education and training.

Therefore, employability may be defined as:

> "**demonstrated** proficiency in functional academic skills and pre-employment/work maturity skills."

Continuing the principle that the application of knowledge is needed for employment purposes, the attainment of mastery of these skills should be demonstrated through application. The scope of skills and mastery levels are dependent on local labor market needs and requirements. However, there are certain common skill areas that appear to be universally important to employers.

Attachment A contains the Employability Skills Profile which was developed by the Michigan Employability Skills Task Force. The profile must be viewed as a

descriptive definition of an ideal job applicant. However, many of the personal management and teamwork skills identified in the profile fall within the eleven core pre-employment/work maturity skills defined by USDOL.

Providing a Mix of Services/Training Based on Need

Consistent with JTPA, the ultimate goal for at-risk youth is to attain economic self-sufficiency through employment. For some individuals, this may involve the completion of several interim goals. While the attainment of employment for a 19 year old out-of-school youth may be an immediate objective, the needs of a 14 or 15 year old would be quite different.

When providing services/training based on an individual's need, it is essential to accurately assess and identify these needs. The assessment of functional academic skills and pre-employment/work maturity skills is best achieved through the utilization of functional, criterion-referenced assessment instruments. An assessment of this nature reflects an individual's ability to apply knowledge to work related activities, whereas a standardized, norm-referenced assessment instrument tests an individuals subject knowledge.

Using the results of the assessment, an employability development plan should be developed for each individual. This plan should identify the interim steps leading to employment and the objectives to be achieved at each step. It should also identify the agency(ies) responsible for providing services at each step, participant responsibilities, and a proposed time frame for completing each step. The individual participant should be actively involved in the development of their EDP.

An important part of any strategy to serve at-risk youth is the need to ensure that services are provided to address the multiple needs of the individual. This extends to the causes of being at risk as well as the effects of being at risk. For example, the need to provide child care to a teen parent, counseling for a substance abuser, etc., is as important as addressing the academic and pre-employment/work maturity needs.

To meet these needs, it is not necessary to set up a separate delivery structure. Rather, it is more appropriate to develop an integrated system of service delivery to maximize use of existing resources available in the local area.

Responding to clients' needs in an integrated manner requires the participation and resources of various local agencies. This participation begins in the initial planning stages. A core group of local agencies should be developed to establish a case management approach. This may include developing a common intake, assessment, and EDP process that is flexible and sensitive to the varying needs of at-risk youth. It also fosters the integration of resources, sharing of information, joint responsibility for success or failure, and ensures provision of services on an as needed basis rather than on an as available basis.

A part of an integrated approach toward achieving the long-term goal of employment is the need to establish measurement criteria to monitor attainment of

interim goals identified in the EDP process. This can be accomplished through the use of employability enhancement outcomes as defined by USDOL.

Identifying Program Design Options and Models

As a result of the increasing emphasis nationwide on preparing our youth for the future work force, there have been numerous initiatives to attack this pressing issue. Models which currently exist in Michigan are described in the paper on "Michigan Program Models" in this volume.

Whichever models are developed or replicated, it is important to incorporate certain key concepts. These concepts are integral to effective program designs:

1. The need to emphasize the link between any academic and pre-employment/work maturity skills training to employment. This may be accomplished by ensuring that the skills taught are applied during work experience situations. This instills the functional aspect of skills being taught.

2. The need to emphasize the integration of funds and services for a "holistic" approach to providing services.

3. The need to emphasize a continuum of services which contains measurable interim and final outcomes.

4. The need to emphasize alternative instructional methods which are self paced, increase time on task, build in intensity, provide open entry/open exit competency based instruction, and provide instruction in non-traditional settings.

EMPLOYABILITY SKILLS PROFILE

Three Categories of skills will be required of Michigan workers in the future:

ACADEMIC SKILLS (Those skills which provide the basic foundation necessary for a person to get, keep, and progress on a job)	PERSONAL MANAGEMENT SKILLS (Those skills related to developing the attitudes and behaviors required to get, keep, and progress on a job)	TEAMWORK SKILLS (Those skills needed to work with others on a job)
MICHIGAN EMPLOYERS WANT A PERSON WHO CAN: o Understand spoken language and speak in the language in which business is conducted. o Read written materials (including graphs, charts and displays). o Write in the language in which business is conducted. o Understand and solve problems involving basic arithmetic and use the results. o Use the tools and equipment necessary to get a job done. o Access and use specialized knowledge when necessary (e.g., the sciences or skilled trades) to get a job done. o Think and act logically by using the steps of the Scientific Method (i.e., identify problems, collect information, form opinions and draw conclusions).	MICHIGAN EMPLOYERS WANT A PERSON WHO CAN: o Identify personal job-related interests, strengths, options and opportunities. o Demonstrate personal values and ethics in the workplace (e.g., honesty, fairness, and respect for others). o Exercise a sense of responsibility. o Demonstrate self control. o Show pride in one's work. o Be enthusiastic about the work to be done. o Follow written or verbal directions. o Learn new skills and ways of doing things. o Identify and suggest new ideas for getting a job done. o Be a leader or a follower depending upon what is necessary to get a job done.	MICHIGAN EMPLOYERS WANT A PERSON WHO CAN: o Identify with the goals, norms, values, customs and culture of the group. o Communicate with all members of a group. o Show sensitivity to the thoughts and opinions of others in a group. o Use a team approach to identify problems and devise solutions to get a job done. o Exercise "give and take" to achieve group results. o Function in changing work-settings and in changing groups. o Determine when to be a leader or a follower depending upon what is necessary to get a job done. o Show sensitivity to the needs of women and ethnic and racial minorities. o Be loyal to a group.

Attachment A

MICHIGAN PROGRAM MODELS

Linda Kinney
Robert Rice
Michigan Department of Labor

Remedial Education Demonstration Project

Sponsored nationally by the National Alliance of Business, National Association of Counties, National Association of Private Industry Councils, National Job Training Partnership, and the U.S. Conference of Mayors, the National Center for Remediation Design is facilitating a remedial education demonstration project with seven Michigan SDAs. Undertaken in January 1987, the project provides a forum for collaboration between local job training, education, community-based organizations, and other community institutions, and results in the design of a locally-based strategy to assist youth deficient in basic academic skills in attaining the skill level necessary for future employability. One of the major strengths of the program planning process is that it stresses diversity and flexibility in tailoring services to the local conditions while building on standard fundamentals. The central principle of each strategy is that work and education must be combined.

Upon completion of program design implementation, the project focus turned to quality control. To address these issues, a competency management system is being developed. The system, which will be fully implemented in the seven SDAs in July 1989, ties assessment, curriculum, and instruction to functional employability skills. The Michigan Department of Labor provides supplemental funding to the project and, in connection with the Michigan Department of Education, provides needed technical assistance to the project.[1]

Summer Training and Education Program (STEP)

The General Motors Corporation, and the Michigan Departments of Labor and Education formed the Michigan Educational Partnership to facilitate the replication of STEP in three local communities in Michigan. A combination of private sector and state and local funds were utilized to implement and operate the dropout prevention program. Additionally, local partnerships between education, employment and training, and human service organizations were formed to ensure the provision of needed services. Targeted to 14 and 15 year old dropout-prone youth, the program provides two summers of remedial education, life skills training, and work experience. During the school year, individual counseling and tutoring, as well as group activities, are provided.

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[1] For a more complete description of this initiative, see the paper by Lori Strumpf, Director of the Center for Remediation Design, on "Next Steps to Effective Remediation Strategies: The Michigan Model." That paper is also included in the Michigan section of this volume.

Hard to Serve Program Initiative

Five state agencies/departments joined together to establish the hard to serve program initiative and agreed to jointly set aside approximately $1.2 million to support it. The initiative emphasizes increased services to "hard to serve" clients through interagency planning and integrated service delivery. Typically, hard to serve participants are long-term unemployed individuals with literacy deficiencies. A major sub-group of participants served are "at-risk" in-school youth and dropout youth. The program is being operated in eight SDAs in conjunction with local agencies such as education, social services, rehabilitation, and community based organizations.

Based upon assessment and development of an individualized employability development plan, local agencies integrate local funds to ensure services are available based on need. The $1.2 million in grant funds are used as a last resort to fill any possible gaps in services needed by clients.

Operation Graduation

Administered by the Michigan Department of Education, Operation Graduation is a $2.5 million state-funded, dropout prevention program for students with academic or attendance problems. Programming focuses on the students' individual skill development by combining learning sessions in academic remediation and employability/life skills combined with 12 hours a week of work experience. The major success oriented program outcome is academic skill improvement, which ultimately leads to obtaining a GED. While the work experience is not viewed as the major program outcome, it is offered as an enhancement to learning the relationship of the work experience to achieving personal goals. Overall, the program is long-term in nature, potentially taking up to two years for a participant to obtain a diploma or full-time employment.

Schools of Choice

This program targets dropouts or potential dropouts in the tenth through the twelfth grades. Designed for those students who have difficulty learning in traditional settings, the curriculum is developed on an individualized student contract basis where the staff tailors the program to meet the individual needs of the student in terms of both time and coursework, without sacrificing basic educational requirements. Each program is supplemented with counseling and personal attention.

One advantage of this program is the ability to determine individual student progress and hence to assist each of the students in setting their own success-oriented goals. Evaluations at the Schools of Choice take into consideration psychological and academic levels at entry so that individual student progress can be determined. After each evaluation, the effectiveness of the program in helping students is determined and adjustments are made in the curriculum where appropriate.

Reeths - Puffer Program

This program matches the individual academic needs of high school age youths with a flexible program. The program is operated by community schools. By focusing on no more than 20 participants in the ninth through the twelfth grades, the small size of the program contributes to its success. Work is included as an incentive for successful completion of the program. Components of the program include assessment and development of pre-employment and work maturity skills. Additional services for participants are provided through the maintenance of program cooperative support obtained from a wide range of community based organizations such as the Urban League, the youth court system, DSS, and the local Catholic Diocese.

Project Ideal

This is a success oriented, performance-based program which establishes a relationship between education and work. The program is operated by community schools and includes a work experience component as an incentive for youth participants to successfully maintain and complete educational curricular requirements. Transportation and a stipend for attendance are provided as incentives for continued participation in the program, as well as providing a means of support so participants can continue to attend.

The program includes a focus on those needs which are dictated by technological advances in the job market such as computer education. The program provides its educational component through a structured curriculum in the morning and a work experience component in the afternoon. Currently, the IDEAL program operates within existing high schools which allows individual program participants to feel that they are an integral part of the mainstream and not merely failures on the outside.

The success of IDEAL is evidenced by the excellent attendance records of participants who traditionally had poor attendance records prior to their participation in the program. This success is attributed to two factors: the strong support the program receives from the local school administration, and the strong support from staff for the program's activities.

Enterprise High

This is an alternative education program being used in several locations throughout the State of Michigan. The program assists youth who are either dropouts or potential dropouts. It is the program's philosophy that learners must be placed in an environment that affirms dignity and viability of the individual. Under such conditions it is felt that the student will mature constructively.

The curriculum is designed to provide students with an opportunity to market their own products and provide services of their choice. The students select their

ventures based upon their experience in a structured decision-making process. Daily, the students engage in quality-circle business meetings in which they address various business concerns and issues. Students also take part in a simulation of independent adult living in which their wages and lifestyles are tied to their program performance. An integral part of the simulations includes topics such as career awareness, career decision-making and career planning. As a result, students are better able to decide which careers would best afford them the lifestyles they desire. Students learn appropriate employability skills (such as resume writing) and other necessary prerequisites for obtaining positions in the careers they select. Finally, students are provided life-enhancing skills (such as family living and self-awareness). Students are afforded the individualized opportunity to sharpen and utilize language arts, mathematics and communication skills through their daily business practices (such as how to balance a check book) and life simulations (such as role playing the ways to resolve conflicts without violence). Evaluations and rewards are based on achievement. A point-based, continuous progress grading system supports and quantifies this success oriented program.

Staff meetings serve as a model for the quality-circle business meetings in which the students engage. These meetings are held on a weekly basis where staff are given an opportunity to reflect on satisfactions and disappointments, define problems, brainstorm possible solutions, evaluate alternatives, set goals, and assign responsibilities for goal attainment.

Control of Enterprise High is shared by both students and staff who deal with matters concerning individuals, the group, and the school. Cooperatively, they determine and implement strategies for problem-solving.

INCREASING SERVICES TO AT-RISK YOUTH UTILIZING RFP AND CONTRACTING PROCEDURES

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Harrison, Michigan
Karen West
Jobs Central
Flint, Michigan

Too often, organizations do not utilize all the resources available to increase services to at-risk youth. There are various methods which can be applied to the RFP and contracting procedures that can actually increase services to at risk youth. These procedures will not only increase services but in addition will influence the actual program design.

The first decisions that have to be made are all based on programmatic issues. These decisions must be made prior to the release of the RFP. In other words, you have to know what it is you want before you can ask for it. After these questions are answered than the RFP simply transfers the information to a request for services. After the programs are approved for contract award the contract design then serves as a quality control device.

Programmatic Decisions

Many programmatic decisions have to be made. Although they may be made by the funding source it would be recommended they are not. A core group of current service providers as well as representatives of organizations that deal with at risk youth should be called upon for input. There are several reasons for doing so. First, it gives the opportunity for those who will provide the services to have some input regarding the design of the program desired. Secondly, it allows the potential service provider the opportunity to understand why decisions were made. They will better understand the rational for making the various decisions.

Both the reasons stated above also help the funding source get the potential service provider to "buy-in" on the process and therefore be much more willing to operate a particular program. It also lets the funding source get a feel for what is and is not workable in their particular area. The funding source may not know all the potential program options available or may make a program decision that has already failed.

Youth At-Risk Definition. The very first question that must be resolved is determining the common definition of at-risk youth. All parties must agree on a common definition. It is not enough to use broad definitions such as lacking functional employability skills or at risk of chronic unemployment. What factors can you identify that determine a youth is lacking functional employability skills or is at risk of chronic unemployment? Are those factors the same for these two areas? Address functional employability skills that would indicate that an individual is at risk of chronic unemployment. Do not confuse these factors with the demographic characteristics of your target group.

Many factors may be an indication of a youth's potential for becoming chronical unemployed. Some of the major ones being deficiency in basic math, reading and communication skills; having no technical or trade skills that can transfer to those in demand in the work force; or a combination of the two.

Target Groups. Once a common definition has been determined, decisions need to be made concerning the target groups to be served. Many organizations may not have the resources to serve all those who fit the particular definition of at-risk. Therefore, you have to determine of those you can identify, who can you serve? You may have only enough resources to serve in-school youth; out-ofschool youth; in-school youth 14 and fifteen years of age or some combination.

Program Purpose. You will want to identify the purpose of your at-risk program. What do you want to get from the program you are undertaking? You want to identify your program outcomes, the final product for which you are paying the service provider.

Is it your hope to utilize the program as a feeder into other program opportunities for the participant? Do you want the program to support the efforts of a program the participant is concurrently enrolled in? You may wish to have both types of programs, thus increasing the options available.

You may also determine that you want specific program outcomes such as, but not limited to: attainment of basic skill competencies; achievement of pre-employment/work maturity competencies; returned to full-time school; completed a major level of education; employability enhancement; obtained a GED or entered employment. You may wish to also have a combination of any of the examples listed above.

Program Design. Potentially the most important area in which decisions have to made is in program design. Although you may have already answered some of the program design questions by answering the others listed above, you will still want take a look as to how those decisions affect program design.

Here is the area that will guide your potential service deliverers in the design of the programs they offer. In some areas you may want to be very specific while in

other areas you may want the bidder to have flexibility. This is the area in which the funding source gives the bidder their "shopping list" of participant needs.

Some of your "shopping list" may include specific time on task requirements; competency-based instruction; open entry/open exit capabilities; sequential or concurrent program services; education and work combinations; staff/participant ratios; non-traditional training settings; motivation techniques incorporated into the program; inter-agency linkages; and specific support services.

RFP Solicitation

The RFP is where you bring all the decisions together. You have three options available when you release a RFP: first, you can simply release a statement that you are accepting proposals for programs and give them some funding figures. Secondly, you can set some basic parameters that must be met by the bidder. Finally, you can be quite specific in what you are asking from potential bidders and program operators.

If you choose to simply open the door for proposals you leave all program design issues up to the bidder. This option is the least desirable. Bidders may not respond to the programmatic needs of the funding agency. In addition the RFP may leave the funding agency with the difficult task of comparing "apples to oranges". If no bidder for the program exists, the decision must be made as to the feasibility of operating the program "in-house".

Choosing options two and three, although answering the concerns of option one, bring other concerns into play. The concern most often heard is that no one will respond to the RFP. However, if the funding source has allowed potential bidders to be involved with the whole process this will not present a major problem. This option leaves the bidder with the responsibility to discuss how the various elements of the program will be implemented. This will allow the bidder to be creative in the actual implementation design. What you have done is drawn a basic road map of where you are, where you want to go, as well as who you want to serve.

The third option is where you are very specific in how you want to get there. This option, if utilized, may lead you to "sole source" the program allowing the funding source to establish a pilot project. This will allow the funding source to see if they have a workable program while working out any identifiable problems with the program design.

With either option chosen, the funding source should have a bidders conference. This will allow those potential bidders, who were not part of the core design group, an opportunity to have potential questions answered. This will help the potential bidders understand the rational for the specific program request.

At-Risk Youth RFP Options

The challenge of SDAs, working with the Private Industry Councils and Local Elected Officials is to help alleviate poverty and unemployment. The goal is to afford participants the opportunity for training and education to reduce the employment barriers, both short term and long term, thereby allowing them to gain access to self-sufficiency employment.

All programs should involve employers in the design and review of curriculums. This curriculum review will help insure that participants are trained in the skill areas that are in demand by employers. Participants who receive training in skills that do not meet this criteria are still at risk of long term unemployment. Participants must be given the opportunity to receive training in marketable skills.

Skill training must be individualized to insure that both short and long term employment barriers are addressed. Programs must be designed and participants referred to programs based on the individual participant's need.

A three-tier approach to employment and training needs is recommended. This approach acknowledges the importance of developing compatible performance standards and contracting flexible enough to accommodate variations in scope and training duration. This offers a hierarchial service sequence and mix for effectively targeting youth (and, for that matter, adults) who need basic in-depth skill training, who need job specific skill training or who need straight forward job connections. The mix itself is expected to collectively result in a balanced, cost effective system which takes into account performance standards and needs.

A short description of the three tiers follows:

Tier I	This group of participants generally requires short term job search and placement activities, or in other words, a labor marketconnection.
Tier II	This group of participants generally requires short term opportunities to acquire and demonstrate proper work behaviors and attitudes, build a work history, gain knowledge about the labor market and develope specific occupational/job skills.
Tier III	This group of participants generally requires more intensive, long term remediation in the areas of basic skills and work deportment. This group faces chronic unemployment problems without intervention.

As stated previously, there must be a commitment by the SDA to serve participants based on need. This commitment also acknowledges that services will cost

more for Tier III than for Tier II and Tier I. The SDA must be willing to accept these cost for the beneficial return that the investment will give. The SDA must also be flexible in contracting to reward those contractors for the added investment, in both time and resources, necessary to deliver services to participants based on need.

In order to insure that services are provided to participants based on the three tier system, there are additional items you will want bidders to address in their proposals. You must state these in your RFP. Some of these as stated previously, will have been answered during the design process. Additional areas that should be included in the RFP for at risk youth are as follows:

- Service levels - the SDA needs to establish the levels they wish to serve in each of the three tiers. This would inform the potential bidder of the fact that the SDA is committed to serving participants in all three levels. A specific number of participants needs to be established.

- Assessment process - explain how the service provider or the SDA will asses the current functional employability of youth. This would include the different strategies used for in-school and out-of-school youth.

- Identification process - of those assessed as eligible, how will you identify those that will be enrolled? You may not have the resources to enroll all those determined in need of services.

- Outcome measurement - state that outcomes will be measured by a pre- and post test. You may identify the specific test to be used but at a minimum you should state that the test will have to be approved by the funding source. You should also state that the pre- and post test will be different forms of the same test.

- Training duration - specify the actual training time that participants will receive. Here you will want to concentrate on the actual time on task. Do not simply specify a certain number of weeks of enrollment. Be as specific as you can and insure that it is time on task.

- Teacher training - you will want to specify that contractor attendance to all in-service training and technical assistance is required. A program that will serve at-risk youth will have differences with other programs that will require a first time

service provider to be trained and given special technical assistance. You will want to insure that even the long term service provider is required to attend any workshop made available.

- Program linkages - a connection must be made between teachers, counselors and worksite supervisors. The connection is to insure that the necessary job specific or basic skills necessary for employment are integrated into the specific training to be provided.

- Performance payments - if performance payments are to be provide, then state how they are to be determined, including when the participants are to receive them. You will want to insure the performance payments are for attaining some competency level, such as attendance or academic achievement.

- Performance standards - the SDA must decide what adjustments they will make to the performance standards. This adjustment will be based on the fact that services to Tier I participants do not cost as much as those services for Tier III participants. One way to look at this is taking the performance standards established for the SDA and adjusting each of the standards to reflect the three tier methodology.

Further discussion on performance standards is necessary in order to insure clarification. For example, let us assume that an SDA has the following youth performance standards:

Youth Entered Employment Rate	39%
Youth Positive Termination Rate	74%
Youth Employability Enhancement Rate	34%
Youth Cost Per Positive Termination	$5,120

Based on these performance standards the SDA will then establish performance standards for the three tiers. As an example :

TIER I

Number to be served	318
Number Positive Termination	285

Positive Termination Rate	85%
Cost Per Positive Termination	$2259

TIER II

Number to be served	267
Number Positive Termination	200
Positive Termination Rate	75%
Cost Per Positive Termination	$3050

TIER III

Number to be served	203
Number Positive Termination	132
Positive Termination Rate	65%
Cost Per Positive Termination	$4621

TOTALS

Number to be served	788
Number Positive Termination	602
Positive Termination Rate	75%
Cost Per Positive Termination	$3040

As you can see, each tier has a different established performance standard. This allows flexibility for each of the three tiers at the same time each falls within the overall performance standards the SDA must meet. In this example the total performance standards falls within the SDA performance standard. This will give the SDA a "buffer zone" to fall within in case a particular program fails to meet its established performance standard. This is not to mean that you could not increase each standard, however, by doing so the risk of not meeting performance standards, due to program failure, is increased.

This is not a complete list of areas of concern. Many more will arise when you are in the development process. When you have received and accepted proposals for contract award, the next step is contracting.

Contracting

Once you have approved a bidder for contract award, you must continue to follow through with what you established in the RFP. Even though you have established the program parameters in the RFP, the contract must also stipulate the same thought process. As we well know, anyone questioning their obligations will refer to the contract not the RFP.

This discussion will not address all the areas that should be included in a contract. The purpose here is to give a basic guideline to incorporate that which was contained in the RFP. This will act as the quality control portion of the operated programs.

Program Design. Include as part of your contract, all program design features pertinent to the delivery of the particular program. This would include such areas of responsibility as outreach and recruitment, intake and eligibility determination, assessment, tier definition referral and case management, competency attainment, supportive services, job development, job placement, program follow-up, reporting,and, if the program operator is going to serve multiple tiers, you will want to address the responsibilities within each tier.

The SDA's responsibility is to insure that all parties involved with the delivery of services understand their obligations. This means that you can not assume they understand, you must be specific within the actual contract document.

Performance Objectives. With the commitment to offer services on the three tier system, the SDA must accept the associated cost of the delivery of services. To repeat, services provided to tier one participants will not be as costly as those given to tier three participants.

Having included in the RFP the adjusted performance standards the contract would simply reflect those agreed upon in the contract negotiations. An example is attached as Exhibit I.

Next Steps to Effective Remediation Strategies

The Michigan Model

by Lori Strumpf, Director

Center for Remediation Design*

Introduction

You've heard it before...the nation is facing an economic crisis. While the roots of this crisis have many origins, one key factor in lost productivity is the fact the America's youth are deficient in literacy skills. The basic academic skills necessary to survive in today's economy are not up to par among the nation's potential workforce. The ability to use reading, writing, math and communication skills in an applied, work-related manner has been shown to be lacking in too many of our nation's youth.

As the number of jobs in the service industry continues to increase, the nature of entry level employment is taking on new dimensions. No longer can industry afford employees who cannot read, write, communicate and process information. Employer surveys clearly show that employers view these basic academic skills as necessary to an individual's ability to get and keep a job.

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*The Center for Remediation Design is a financial collaboration of the U.S. Conference of Mayors, the National Association of Private Industry Councils, the National Job Training Partnership, the National Association of Counties, and the National Alliance of Business. The purpose is to decrease duplication of technical assistance provided by the organizations on the provision of basic skills training to youth through JTPA programming.

In a recent Business Week article, the nature of the labor demand was highlighted. The mismatch between skills and jobs is starting to affect employers everywhere. The educational shortfall shows up clearly at employers such as New York based Chemical Bank, which hires up to 700 tellers a year. Chemical does a five-minute screening to see how well each applicant communicates and fills out a job application. Only one in five is accepted for the next step of the hiring process, a 45-minute, 8th grade level math test. In 1983, the pass rate for this exam was 70%. Today it is only 55%.

When employers tell educators and job training practitioners that basic skills are necessary to get and keep jobs, they are saying, in essence, that those basic academic skills used on a job are pre-employment/work maturity skills. Those skills necessary to get and keep jobs! Employers are identifying a functional gap between what young people learn in school and how young people use these skills in the workplace.

Under the Job Training Partnership Act, the development of employment competency systems have become a key strategy to deliver services to youth. Expanding and improving the assessment of youth entering JTPA to determine their basic skills levels is an activity many PICs and SDAs have been grappling with. For the most part, the traditional assessment tools available do not assess the functional work-related basic skills necessary for diverse entry level work. The need for valid assessment instruments of an individual's employability level is critical as the JTPA system moves towards being more responsive to both employer needs and public policy interest in this area as evidenced by Congressional and DOL interest.

Michigan is on the cutting edge of assisting PICs and SDAs in tying assessment, curriculum, and instruction in basic skills to functional basic skills competencies. Oregon is in the initial stages with CRD to begin a similar project. Similar work is underway in Connecticut and New York State under the direction of the Center for Human Resources at Brandeis University.

Michigan's Experience

The following description of how Michigan's job training system is attempting to address the workforce literacy issue by carving a specific role for the JTPA system is intended to serve as an example of how other states might work with SDAs to create a basic skills system which assesses for and teaches functional, work-related basic skills. Developing such a system in Michigan has been a long task. But the SDAs involved, along with the state, believe that it is well worth the effort for several reasons.

- The new performance standards make it almost impossible for SDAs not to develop basic skills competency systems. The approach being taken in Michigan provides a basic skills system which relates basic skills to work skills while assisting the SDAs in meeting the performance standards.

- Since a common basic skills assessment instrument will be used across the SDAs, a reliable picture of what JTPA clients can not do with their basic academic skills knowledge can be developed. This picture of the nature of basic skills deficiencies (as opposed to the levels) can be used to engage the educational system to develop joint strategies.

- By using a common assessment strategy and teaching a common set of basic academic skill competencies for employability across SDAs, an employability credential can be developed which can be valid when crossing local labor markets.

Michigan's Phase I

The Center for Remediation Design (CRD) was to designate seven SDAs nationwide to serve as national demonstration sites on basic skills programming. As a result of the high level of interest expressed by Michigan SDAs to participate as demonstration sites, Michigan's Youth Clearinghouse worked with CRD to expand the Project. The Center agreed to designate the state of Michigan as a demonstration site and the state, in return, provided supplemental funding to support the project expansion. This resulted in seven SDAs in Michigan participating as demonstration sites.

During the first phase of the Michigan project, (June, 1986 through September 1987) the demonstration site designation facilitated the provision of intensive, on-site technical assistance to each of the seven SDAs. A two-day strategic program planning session was conducted in each of the seven SDAs. These planning sessions were developed and facilitated by staff of CRD in concert with Michigan Clearinghouse staff. The purpose of the planning session was to provide a forum for collaboration between job training, education, community-based organizations, and other community institutions and to design a locally-based strategy to assist youth deficient in basic academic skills in attaining the skill level necessary for future employability. One of the major strengths of the program planning process is that it stresses diversity and flexibility in tailoring services to local conditions while building on standard fundamentals. The central principles of each strategy is that work and education must be combined, that the service(s) must be intensive, and that the curriculum will be individualized, self-paced and competency based.

The resulting Title II-A and B program designs (both for Titles II-A and B) varied greatly, even though a standardized planning process was undertaken. The various strategies included computer assisted instruction, educational instruction at the work experience site, and one-on-one tutoring.

All of the sites developed common definitions between education and employment of at-risk youth; maintained a student/teacher ratio of no more than 1 to 20; and taught skills in a functional modality developing definitions of basic skills which combined them with pre-employment/work maturity skills.

Phase I of this project affords SDAs with a planning strategy which leads to an opportunity to plan and implement basic skills remediation programs in collaboration with other community organizations. A standardized planning process was put in place which took the process from plan to implementation in a relatively short timeframe. The state staff reported that the plans submitted to the state from the demonstration sites were more comprehensive in nature than many of the non-participating SDAs.

To address the program quality concerns, the participating SDAs agreed to develop a set of basic skills competencies which will be adopted by all of the participating PICs/SDAs to serve as the basis for a curriculum management system. This set of competencies is being developed by building upon each PIC/SDA's individual system.

The development of a basic skills competency system which is common to seven SDAs has made it viable to pay to have specific criterion-referenced tests developed which will appraise (screen), diagnose, and benchmark progress (monitor) achievement of these functional basic skills. Once established, these tests are no more costly to administer then other nonn-referenced tests.

A subsequent step will be to develop post-assessment profiles of a youth's employment capabilities - focusing on basic academic skills and pre-employment/work maturity skills - which would be useful to employers.

Phase II

During the course of this first phase, the CRD staff made on-site visits to assist with RFP development, contractor orientation and other activities. The sites met several times as a group with CRD, as well. Phase II grew out of one such group meeting in November 1987. As the SDAs have become involved in comprehensive program planning for basic skills remediation, they began grappling with "program quality" issues. For their basic skill remediation programs this means:

- Identifying or developing assessment tools that diagnose <u>functional</u> achievement and assessing all JTPA youth in the SDA with this tool (or set of tools);

- Developing an instructional/curriculum management system so that contractor curriculums can be assessed based on whether or not they teach the skills the PIC deems as important and that there is a connection between what is taught and what is assessed;

- Providing teacher training by the SDA to all contractor teachers so that the functional nature of this basic skills program is stressed and to insure the individualized, self-paced instructional methodology.

To address the program quality concerns, the goals of Phase II of this project are to:

- Develop and implement common basic skills competencies which will assist in developing a curriculum/management system;

- Improve the assessment of basic skills of youth (and adults) entering and exiting JTPA; and

- Develop post-assessment profiles of a youth's employment capabilities - focusing on basic academic skills and pre-employment/work maturity skills - which would be useful to employers.

To accomplish the goals of Phase II, the SDAs have agreed to participate in several activities. The first step has been to develop a set of basic skills competencies which will be adopted by all of the participating PICs/SDAs to serve as the basis for a curriculum/management system. This set of competencies is being developed by building upon each PIC/SDA's individual system. In addition, information from a recent state-wide employer survey is being relied upon. During a two-day session, the SDAs developed a list of functional competencies in reading comprehension, math computation and problem solving; this list is being further developed by CRD for competency statements, benchmarks and measurements.

Once the SDAs have adopted the joint competency system, criterion - referenced tests can be designed which will appraise (screen), diagnose, and benchmark progress (monitor) of these functional basic skills. At the same time, each SDA is providing CRD with an inventory of all basic skills curricula being used in either II-A or II-B programs. These curricula are being reviewed to assess whether they do or do not teach the basic skills competencies and how they are taught. A matrix is being developed which will identify for the SDAs which curriculum teaches what skills and in what modality.

The development of a basis skills competency system which is common to seven SDAs has made it viable to pay to have specific criterion-referenced tests developed. Once established, these tests are no more costly to administer than other norm-referenced tests. Common competencies, assessment data, and ways to make judgments on curricula will not only assist in assessing for and teaching basic skills which focus on what participants can do rather than just on what they know, but will help to identify transferable skills across labor markets.

Next Steps

Development of common employer-relevant competencies across SDAs, the development of criterion-reference assessment tools, and a system that connects assessment, curriculum, and instruction will provide quality remediation services to youth.and will help SDAs meet the new Youth Employability Enhancement performance standard. In addition, this approach can serve as a model for subsequent adaptation of competency-based service delivery models for adults whose employability is limited by similar educational and other skill deficits.

Furthermore, development of a consistent state-wide approach to the articulation of competencies and related assessment and instruction will permit the states to more realistically adjust performance standards to take into account the skill deficits of those being served and the services being provided. This will require expansion of management information systems to capture information beyond that required for federal reporting.

NGA and the Center for Remediation Design are interested in promoting collaborative state/SDA partnerships to put such competency-based systems in place throughout the JTPA system. If you are interested in exploring this option for your own state, please call Evelyn Ganzglass, NGA, at (202) 624-5394, or Lori Strumpf, Center for Remediation Design, at (202) 289-2952.

STATE OF MICHIGAN
DEPARTMENT OF LABOR

State Secondary Complex
7150 Harris Drive
Lansing, Michigan 48926

JAMES J. BLANCHARD, GOVERNOR
Elizabeth P Howe
Director

MICHIGAN JTPA SERVICE DELIVERY AREA INSTRUCTION LETTER NO. 86-3

DATE: September 2, 1986

TO: Private Industry Council Chairpersons/Designees
Chief Elected Officials/Designees
Grant Recipients
Administrative Entity Directors

SUBJECT: Title IIA 6% Incentive Funds to Serve the Hard-to-Serve

PURPOSE: To provide policy guidance for use of 6% incentive funds awarded for PY 1985 performance to serve Hard-to-Serve individuals.

ISSUANCES AFFECTED:

A. REFERENCES: MDOL SDA Instruction Letter No. 84-16, Cost Principles for JTPA, issued December 8, 1983.

MDOL SDA Instruction Letter No. 84-43, Title IIA 6% Incentive Grants, issued June 17, 1985, and subsequent changes.

MDOL SDA Instruction Letter No. 85-1, JTPA Maximum and Minimum Fiscal Limitations, issued July 18, 1985.

MDOL SDA Instruction Letter No. 85-5, Participant Management Information Guide, issued October 1, 1985, and subsequent changes.

MDOL SDA Instruction Letter No. 85-11, Title IIA 78% Youth Service Expenditure Levels, issued December 18, 1985.

B. RESCISSIONS: None

C. INDEX TOPICS: VII - Title IIA

BACKGROUND: Section 202(b)(3) of the JTPA states:

"(A) Six percent of such allotment of each State for each fiscal year shall be available to carry out subparagraph (B) of this paragraph. (B) The amount reserved under subparagraph (A) of this paragraph shall be used by the Governor to provide incentive grants for programs exceeding performance standards, including incentives for serving hard to serve individuals. . ."

It has always been the goal of the JTPA community in Michigan to provide the best available training and employment opportunities to those who are most in need of and can benefit from such services. However, because of requirements to achieve performance standards, SDAs have had to consider this goal in light of the training costs, duration of training, and placement potential of individuals served. People with multiple barriers to employment may require longer and more costly training, and may have a lower placement rate than others.

As an incentive to SDAs to provide increased services to this group, the Michigan Job Training Coordinating Council at its February 3, 1986, meeting adopted a resolution. This resolution allows an adjustment to be made to the model adjusted performance standards for services provided with 6% incentive funds to persons having specific multiple barriers to employment.

POLICY: Effective July 1, 1986, SDAs may, at their option, use all or a portion of 6% incentive grant funds awarded for PY '85 performance to provide services to the "hard-to-serve" (hereinafter referred to as 6% H.S.) Per section 106(e) of the act, a Governor's adjustment will be made to the SDA's model adjusted performance standards to reflect 6% H.S. enrollments and associated costs.

SDAs enrolling participants into 6% H.S. prior to receiving 6% incentive funds may use IIA 78% funds to provide services to those meeting the "hard-to-serve" definition in anticipation of receipt of 6% incentive funds. In cases where the incentive funds do not cover costs incurred, the excess costs and a proportionate percentage of participants will be included in incentive award calculations.

DEFINITION OF HARD-TO-SERVE

To be eligible for exclusion from incentive award calculations, participants must meet the following MJTCC definition of hard-to-serve:

An individual must be economically disadvantaged and either meet two of the following:

- School dropout
- Teenage parent
- Offender
- Substance abuser

Or, one of the above and at least one of the following:

- Youth
- Public assistance recipient
- Handicapped

- Displaced homemaker
- Minority
- Have no work experience
- Unemployed for longer than one year

MAXIMUM AND MINIMUM LIMITATIONS

The fiscal limitations regarding the 70% minimum training requirement affects all Title IIA 78% and 6% funds. In addition, the required dropout and WIN registrant service levels apply to all participants served with IIA funds, including 6% funds. Therefore, all 6% H.S. participants and costs will be included in determining compliance with these required levels.

The youth service level requirement applies only to the Title IIA 78% allocation. Therefore, youth 6% H.S. expenditures will be excluded in determining compliance.

Because of these fiscal and participant limitations, and federal reporting requirements, it will be necessary to track 6% H.S. participant and fiscal information separately. SDAs opting to provide 6% H.S. services shall follow the procedures below.

- **Determining Hard-to-Serve Status:** SDAs electing to provide 6% H.S. services shall develop a system to determine hard-to-serve status at application, using MJTCC established criteria. Information for all criteria except "having no work experience" and "unemployed for longer than one year," is presently collected during the application process. SDAs shall develop procedures for collecting these two additional items.

- **Enrollment Procedures:** Effective July 1, 1986, SDAs may begin enrolling participants in the 6% H.S. funding source (funding source #17). SDAs may not enroll Title IIA participants carried over from PY '85 into the hard-to-serve component.

- **Tracking Expenditures:** SDAs electing to provide 6% H.S. services shall establish a separate system to track the expenditure of these funds. This system shall be developed in accordance with guidance in SDA Instruction Letter 84-16 "Cost Principles for JTPA." In addition, 6% expenditures must be further tracked by adult and youth expenditures due to federal reporting requirements.

- **Reporting Procedures:** Title IIA monthly expenditure reports will include a memo entry in the remarks section detailing youth and adult 6% hard-to-serve costs. Because the minimum youth expenditure requirement does not apply to 6% funds (see SDA Instruction Letter 85-11), the 6% hard-to-serve costs for youth are not to be included in section III "Youth Memo Detail" of this report.

Specific fiscal instructions for reporting 6% H.S. expenditures are being prepared and will be issued in the near future.

- **ACP Contributions and Proration:** SDAs may contribute up to 30% of the 6% incentive award to the ACP. ACP costs will be prorated to 6% H.S. by the bureau based upon the ratio of 6% H.S. program expenditures to 78%/6% program expenditures, up to the amount of the 6% contribution. 6% H.S. administrative costs will be excluded from incentive award calculations.

GOVERNOR'S ADJUSTMENT TO PERFORMANCE STANDARDS

Participants identified as 6% hard to serve (funding source #17) will not be included in calculating the performance standards for purposes of awarding the incentive grants to the SDAs. In determining if an SDA achieved the seven performance standards the 6% H.S. participants, regardless of their termination outcome, are excluded from the calculations.

PY '86-'87 PLAN MODIFICATION/REVISION

A modification/revision to the Title IIA Plan will be required to provide a description of the revised tracking procedures, program design, targeting of services, and to incorporate 6% incentive awards. Detailed instructions will be issued once 6% incentive funds are awarded for PY '85 performance.

ACTION: SDAs providing 6% H.S. services shall comply with policies and procedures set forth in this letter.

INQUIRIES: Questions regarding this letter should be directed to your SDA Coordinator at (517) 322-1785.

EXPIRATION DATE: Continuing

Deborah Grether
Deputy Director

STATE OF MICHIGAN
DEPARTMENT OF LABOR

JAMES J. BLANCHARD, GOVERNOR
Elizabeth P Howe
Director

P.O. Box 30015
Lansing, Michigan 48909

MICHIGAN JTPA SERVICE DELIVERY AREA INSTRUCTION LETTER NO. 86-3, Change 1

DATE: August 7, 1987

TO: Private Industry Council Chairpersons/Designees
Chief Elected Officials/Designees
Grant Recipients
Administrative Entity Directors

SUBJECT: Title IIA 6% Incentive Funds to Serve the "Hard-to-Serve"

PURPOSE: To provide a new definition of Hard-to-Serve and guidance in its implementation.

ISSUANCES AFFECTED:

A. REFERENCES: MDOL SDA Instruction Letter 86-3, Title IIA 6% Incentive Funds to Serve the Hard-to-Serve, issued September 2, 1986.

B. RESCISSIONS: None

C. INDEX TOPICS: VII - Title IIA

BACKGROUND: SDA Instruction Letter 86-3 provided SDAs with the option of using 6% incentive funds awarded for PY '85 performance to provide services to participants meeting the Michigan Job Training Coordinating Council (MJTCC) definition of "hard-to-serve" adopted at the February 3, 1986, meeting. The letter also stated that in accordance with Section 106(e) of the Act, a Governor's adjustment would be made to the performance standards to reflect these activities.

Subsequent to this meeting, the MJTCC created a Hard-to-Serve Task Force. The purpose of this task force was to study options that address the training needs of hard to serve persons and to develop recommendations that enhance their entry into the labor market.

The task force recommended strategies for addressing the multiple needs of the hard to serve. To focus on the barriers preventing the hard to serve from entering the labor market, the task force recommended a revision in the MJTCC definition. This definition was approved at the May 11, 1987, MJTCC meeting.

POLICY:

HARD-TO-SERVE DEFINITION

To be eligible for exclusion when incentive awards are calculated, participants shall meet the following definition. An individual shall be considered "hard-to-serve" who is:

- Economically disadvantaged;
- unemployed for two or more years or never been employed;
- in need of functional literacy or employability characteristics or supportive services; and
- whose employability development plan states that the length of time or cost of training leading to employment exceeds that received by the average person enrolled in a designated area.

Effective Date: Effective July 1, 1987, SDAs may use at their option, all or a portion of incentive grant funds awarded for PY '86 performance to provide services to the hard to serve. SDAs which have planned a hard to serve program using the previous definition of hard to serve may operate these programs through June 30, 1988. However, the use of the new definition is encouraged, whenever possible for PY '87 programs. An adjustment will be made to the performance standards for SDAs opting to provide hard to serve programs meeting either definition during PY '87. The hard to serve definition adopted May 11, 1987, shall be used for all programs subsequent to July 1, 1988.

MAXIMUM AND MINIMUM LIMITATIONS

Fiscal and participant limitations outlined in SDA Instruction Letter 86-3 continue to apply with the following changes:

Enrollment Procedures: Effective July 1, 1987, SDAs may begin enrolling new participants into 6% hard to serve programs using the revised definition. Participants meeting this new definition are to be enrolled in funding source #18. SDAs may not enroll Title IIA participants carried over from PY '86 into this funding source.

Determining Hard-to-Serve Status: SDAs utilizing the definition adopted May 11, 1987, shall develop a system for determining hard to serve eligibility at application. This will require SDAs to establish local uniform guidelines to determine the following:

- Participants in need of functional literacy, employability characteristics and supportive services;

- a method for determining the length of time or cost of training leading to employment and comparing that to the average time or cost for a person enrolled in the SDA; and

- length of unemployment.

PROGRAM YEARS '86-'87 PLAN MODIFICATIONS

Modifications to the Master Plan and Title IIA Biennial Plan will be required to incorporate the use of 6% incentive funds including eligibility guidelines developed for the hard to serve. Detailed instructions will be issued once 6% incentive funds are awarded for PY '86 performance.

ACTION: SDAs using 6% incentive funds to provide services to hard to serve participants shall comply with policies and procedures set forth in this letter and in SDA Instruction Letter 86-3.

INQUIRIES: Questions regarding this letter should be directed to your SDA Coordinator at (517) 334-6771.

EXPIRATION DATE: Continuing.

Deborah Grether
Deputy Director

REQUEST FOR PROPOSALS

Hard to Serve Program Initiative

July 30, 1987

Issued by:

Governor's Office for Job Training
222 Hollister Building
P.O. Box 30039
Lansing, MI 48909

PART ONE

I. GENERAL INFORMATION

A. Background

The Michigan Job Training Coordinating Council (MJTCC) formed a task force in January 1986, to study options that address the training needs of hard to serve persons and to develop recommendations for enhancing their entry into the labor force. The Task Force concluded that hard to serve persons are sometimes excluded from the system of employment and training programs because they require more time and money to serve. This problem is intensified by the fragmentation within and among the programs available to prepare people for entry into labor market. The Task Force recommended that state agencies work together to establish a program initiative which targets resources to meet the needs of the hard to serve population. This program initiative should promote integration of existing programs into a comprehensive system rather than establishment of a new, separate system.

The MJTCC adopted the Hard to Serve Task Force recommendations and established policy, goals and guidelines for a program initiative.

B. Policy

To increase employment opportunities for hard to serve individuals, it is the policy of the Michigan Job Training Coordinating Council to support, provide and encourage programs and activities which will:

1. Provide services to this population which meet their essential needs either sequentially or simultaneously as part of an overall plan leading to employment and economic self-sufficiency;

2. Avoid duplication and lead to integration of existing services and utilize to the greatest extent possible existing public and private educational, employment, training and support service systems;

3. Formulate as part of the individual's training plan those services, activities and experiences necessary to meet the specific employment objective along with appropriate outcome measures for each activity phase.

C. Goals

To implement this policy state agencies have combined resources and are forming a partnership with local agencies to achieve the following goals through an integrated program initiative.

1. Increase employment, training and related services opportunities for the hard to serve through existing programs.

2. Increase the number of hard to serve individuals who become employed and remain employed as a result of acquired skills and competencies.

3. Develop an integrated system of service delivery which is transparent and therefore easily accessible to individual users and which makes maximum use of existing resources to identify and meet their needs.

D. Guidelines

The guidelines adopted by the Michigan Job Training Coordinating Council, state that the Hard to Serve Program Initiative shall:

1. Designate the geographic boundaries of the JTPA service delivery areas as the service delivery boundaries for the hard to serve program initiative (see Appendix I for a description of the areas).

2. Accept only one proposal from each designated geographic service delivery area.

3. Define participant outcome measures and standards of achievement. Outcomes must:

   - Be related to participants' progress toward employability (i.e. completion of basic skills/remedial education component, completion of occupational skills training, and/or job placement).

   - Be quantifiable.

   - Be related to standards of achievement appropriate to the designated service delivery area.

   - Provide options for participants who leave the program before completion.

4. Provide sufficient time for planning to occur plus one full year of service delivery (allow up to eighteen months for operation of the total program).

5. Require a core group of local agencies to be actively involved in planning the proposed program and service delivery.

   - At a minimum, this should include Private Industry Councils/Chief Elected Officials, Local Educational Agency(ies), Employment Service, Department of Social

Services County Office(s), and Community Based Organization(s) (CBO). Each of these entities must demonstrate active involvement in the integrated planning process and, as appropriate, direct involvement in service delivery.

- o The involvement of educational agencies, CBOs, and other local agencies should be appropriate to the population to be served and activities proposed.

- o Service provider agencies should be identified as part of the local, integrated, planning process.

6. Require local agencies to choose the grant recipient for the proposed program from among local entities with a direct fiscal relationship to a state agency. The grant recipient will be responsible for overall administrative and fiscal management of the grant.

7. Allow training and/or services to continue after the individual is employed (up to 6 months) to allow for completion of their training plan and to support their transition into employment.

8. Require local areas to select a management information system for the grant which allows them to meet, at a minimum, all state and federal JTPA fiscal and participant information reporting requirements.

9. Require participant tracking during implementation of the employability development plan and follow up after completion of the plan.

10. Require an evaluation of progress toward systems integration and achievement of participant outcomes at specified intervals during the demonstration period and at completion.

11. Encourage the integration of state and local dollars into a total program with state dollars used to cover the "extra" cost of serving the hard to serve.

12. Limit the amount of grant dollars available for administration and support services by allowing up to 15% of the grant for administration and up to 40% for a combination of support services and administration.

E. Funding Priorities

The Michigan Job Training Coordinating Council has established the following priorities to guide the selection of proposals for funding. Priority consideration will be given to proposals for:

1. Integrated planning and service delivery;

2. Involvement of business, industry and organized labor;

3. Integrating state and local dollars into a total program;

II. PROGRAM INFORMATION

A. Introduction

This Request for Proposals (RFP) is designed to establish a fair and equitable process for distributing funds allocated by the State to increase training and employment opportunities for hard to serve individuals through integrated delivery of services. Proposals submitted in response to this RFP will provide the Governor's Office for Job Training (GOJT) with basic information on planning, potential service deliverers, and services to be provided. As the designated entity for issuing this RFP, GOJT is the sole point of contact for receipt and review of proposals submitted in response to this issuance.

The RFP does not commit the State of Michigan or any state agency to award a contract, to pay any cost in the preparation of a proposal in response to this request, or to procure or contract for services or supplies. The State reserves the right to accept or reject any or all qualified sources, or to cancel in part or in its entirety this RFP. All requested funds are subject to reduction based upon final award selections. Applicants should be aware that funding is dependent upon the continuing availability of funds, contractor performance, and determinations of need, services, activities, and delivery methods.

B. Program Purpose

The overall purpose of the Hard to Serve Program Initiative is to increase training opportunities for hard to serve individuals which meet their essential needs and lead to employment and economic self-sufficiency.

C. Eligible Applicants

Applications for funds under this RFP will be accepted from service delivery areas (SDAs), experienced public agencies, and private non-profit organizations with capability to meet the employment needs of hard to serve individuals. Priority consideration will be given to organizations from designated service delivery areas which have established coordinative linkages which complement, rather than duplicate, services to the hard to serve through existing local resources.

The organization designated to be the applicant agency/grant recipient on behalf of the local area, must have a direct fiscal relationship to either the Department of Education, the Department of Labor, the Department of Social Services or the Michigan Employment Security Commission.

D. Participant Eligibility

The Michigan Job Training Coordinating Council recently adopted the following definition of hard to serve which defines participant eligibility for projects proposed in response to this RFP.

An individual shall be considered hard to serve who is:

- o economically disadvantaged;
- o unemployed for two or more years or never been employed;
- o in need of functional literacy or employability characteristics or supportive services; and
- o whose employability development plan states that the length of time or cost of training leading to employment exceeds that received by the average person enrolled in a designated area.

Each proposal must include a section which specifies how this definition will be implemented in the area. This should include a description of the system to be developed for determining hard to serve eligibility at application. This will require that local uniform guidelines be established to determine the following:

- o criteria used to determine participants in need of functional literacy, employability characteristics, and supportive services;
- o a method for determining the length of time or cost of training leading to employment which exceeds that received by the average person enrolled in the area; and
- o a method to collect information on length of unemployment.

E. Allowable Activities

Projects awarded grants under this RFP shall include, but are not limited to, activities which:

1. Enhance services provided to hard to serve individuals by providers of education, training, employment and supportive services in the local designated service delivery area;
2. Provide education, training, employment, and supportive services not adequately provided by other public and private service providers;
3. Provide outreach and public information activities to develop and promote maximum employment and training

opportunities for hard to serve individuals and inform them about the employment, training, education, and supportive service opportunities available in the service delivery area.

Services authorized under this RFP include, but are not limited to, the following:

1. Outreach and recruitment,

2. Intake and assessment,

3. Basic academic skills training/remedial education,

4. Employability skills training,

5. Training in job skills for which job market demand exceeds supply,

6. On-the-job training,

7. Supportive services,

8. Job search assistance, including job clubs,

9. Transitional services (up to six months) after placement,

10. Follow up after placement.

While all of these services are authorized under this RFP, the proposal must demonstrate that these services are not available locally, or not available in sufficient supply, in order to justify the cost of providing these services under this grant.

F. Limitation on Administrative Costs and Supportive Services Costs

Not more than fifteen per cent (15%) of the hard to serve program initiative funds requested may be used for administration. Administrative costs shall consist of all direct and indirect costs associated with the management of the proposed project.

Not more that forty percent (40%) of the funds requested may be used for a combination of administration and supportive services. Supportive services may include, but are not limited to, transportation, child/adult care, temporary shelter, legal services, health and medical care, financial counseling, family planning, meals, handicapper services, assistance in securing bonds, and psychological counseling.

G. Integrating Resources

Priority consideration will be given to those proposals which demonstrate a significant integration of state grant dollars with local resources.

Proposals which show state grant dollars used for the extraordinary costs of serving the hard to serve, over-and-above the average cost of serving a person in that designated service delivery area, will be rated higher.

H. Performance Outcomes

Each proposal must contain a set of outcome measures against which the proposed program will be assessed. These outcome measures must be tied to individual participant's achievement of competencies which move her/him toward employability. For the purposes of this RFP, performance standards established under JTPA for adult and youth programs will be adjusted for the awarding of incentive grants.

I. Integrated Planning And Service Delivery

Planning: At a minimum the following entities in the designated service delivery area must be represented in the planning and development of the proposal in response to this RFP:

1. Private Industry Council/Chief Elected Official(s),

2. Appropriate Local Educational Agency(ies);

3. Department of Social Services, County Office(s);

4. MESC, Employment Service Office(s);

5. Appropriate Community Based Organization(s).

The proposal must demonstrate and support with documentation that these entities have been actively involved in the planning of the proposed program. Appropriate organizations should forward documentation with comments on the proposal and development process to the Governor's Office for Job Training. See Attachment III of this RFP.

Service Delivery: One of the goals of this program initiative is to develop an integrated system of service delivery which is easily accessible to the individual and which makes maximum use of existing resources to identify and meet their needs.

There are different ways of achieving an integrated system, one involves developing a common intake and assessment process that is flexible and sensitive to the varying needs of the hard to serve, and that is applicable across programs and agencies.

For purposes of this initiative, assessment should result in an employability development plan for each individual which identifies the interim steps leading to employment and the competencies to be achieved at each step, identifies the agency(ies) responsible for providing services at each step, participant responsibilities, and a proposed timeframe for completing each step. The individual participant should be actively involved in the development of their EDP.

It is NOT the intent of this RFP to set up a separate delivery structure for serving hard to serve individuals but to expand opportunities through existing programs. Therefore, the proposal should specify how the provision of services will be integrated into existing programs to make maximum use of existing resources available in the area. Proposals should present a step-by-step process of how this will be achieved, identifying which agencies will have primary responsibility for delivering which services. Specify how these services will be delivered through existing resources, and identify the extra costs involved in expanding services for hard to serve individuals. (These extra costs form the basis for requesting funds under this RFP.)

J. Non-Discrimination/Affirmative Action

It is the policy of the state that no individual shall be excluded from participation in, denied the benefits of, subjected to discrimination under, or denied employment in the administration of or in connection with state administered education/training programs because of race, color, religion, sex, national origin, age, handicap, or political affiliation or belief. (see Appendix II)

K. Reporting

Proposals funded under this RFP will be required to submit participant and fiscal reports. The reports will require data on expenditures, performance, program mix, completion of program objectives, and socio-economic characteristics of participants. Local areas must use a management information system which allows them to meet these reporting requirements and any additional state and federal JTPA fiscal and participant reporting requirements.

L. Audit Provisions

Projects funded under this RFP, shall be audited in accordance with state policies and OMB Circular A-128, "Uniform Audit Requirements for State and Local Governments" which was issued to the Single Audit Act of 1984, P.L. 98-502.

STATE OF MICHIGAN
DEPARTMENT OF LABOR

JAMES J. BLANCHARD, GOVERNOR
Elizabeth P Howe
Director

P.O. Box 30015
Lansing, Michigan 48909

MICHIGAN JTPA SERVICE DELIVERY AREA INSTRUCTION LETTER NO. 85-9, Change 5

DATE: February 10, 1988

TO: Private Industry Council Chairpersons/Designees
Chief Elected Officials/Designees
Grant Recipients
Administrative Entity Directors

SUBJECT: SDA Master Plan Modification Instructions for Program Year 1988

PURPOSE: To transmit additional instructions for the preparation and submittal of a modification to the SDA Master Plan

ISSUANCES AFFECTED:

A. REFERENCES: MDOL SDA Instruction Letter 85-8, Revised Policy for Title IIA and Title IIB (SYETP) Local Job Training Plans, issued November 27, 1985.

MDOL SDA Instruction Letter 85-9, SDA Master Plan Instructions for Program Year 1986, issued November 27, 1985, and subsequent changes.

MDOL SDA Instruction Letter 87-1, Title IIA Biennial Job Training Plan Instructions for Program Years 1988 and 1989, issued November 30, 1987.

MDOL SDA Instruction Letter 87-2, Summer Youth Employment and Training Program (SYETP) Title IIB Local Job Training Plan Instruction for Calendar Years 1988 and 1989, issued November 30, 1987.

B. RESCISSIONS: None

C. INDEX TOPICS: VIII - SDA Job Training Plan (IIA - IIB).

BACKGROUND: In accordance with sections 105(b)(1) and (2) of the act and as stated in section 628.4 of the regulations, "The Governor may issue instructions and schedules that will assure that job training plans and modifications for SDAs within the State conform to all requirements of the Act."

When the Master Plan instructions were issued in December, guidelines regarding the preparation of the Goals, Objectives, and Coordination Criteria were reserved until a later date pending review and update by the Michigan Job Training Coordinating Council (MJTCC). These instructions are being issued now.

POLICY:

1) SDA officials and staff are to replace appropriate pages of Master Plan Instructions with the attached pages dated February 1988.

2) SDA officials shall prepare the Master Plan in accordance with revised instructions contained herein and in Instruction Letter 85-9, and submit two copies of the SDA Master Plan with original signatures (JTP Approval Request, MDL-86), by **MONDAY, APRIL 12, 1988**, to:

Mr. Weldon L. Burden, Chief
Plan Development and Technical
Assistance Division
Michigan Department of Labor
Bureau of Employment Training
P.O. Box 30015
Lansing, Michigan 48909

INQUIRIES: Questions regarding this Instruction Letter should be directed to your SDA Coordinator at (517) 699-1238.

EXPIRATION DATE: Continuing.

Deborah Grether
Deputy Director

Attachments

C.3. GOALS, OBJECTIVES, AND COORDINATION CRITERIA

During the past four years, Michigan developed a comprehensive job training environment. Gaps in needed types of job training services were identified, and programs were developed and implemented to fill those gaps. With changing technology and a changing workforce, job training has become one of the means for building a competent and competitive Michigan workforce.

In accordance with the Job Training Partnership Act, the Michigan Job Training Coordinating Council is responsible for reviewing the plans of all publicly funded job training related services to ensure that effective services are delivered efficiently to all who need them. In the 1987 State of the State message, the Governor spelled out objectives for the job training system. Specifically: Development of common intake for all state-administered job training programs; tests of literacy and employability, with literacy improvement components where necessary; and a streamlined, easy to use system in which programs are demand driven.

In previous Governor's Coordination and Special Services Plans, the coordination criteria focused on strategies to coordinate the state's numerous job training programs. Now that coordination is well underway, and the JTPA system has matured, the goal is to integrate all job training and related services into a coherent, easily accessible system that responds to the needs of its customers, both individuals and employers.

GOAL 1: INVEST IN PEOPLE TO BUILD A SKILLED, COMPETITIVE WORKFORCE IN MICHIGAN

Objective 1-1: Ensure that individuals are ready to enter and remain in the workforce.

Purpose: To give individuals competencies necessary to be employed.

State Strategy: To achieve the goal of preparing every person to enter and remain in the workforce, the Governor, in the 1987 State of the State message, directed all state administered job training and employment-related programs to provide every participant an assessment of employability, literacy, and if necessary, a literacy improvement component.

Local Strategy: In accordance with the above, each SDA shall describe the procedure and program year 1988 time frame it will use to assure that each participant is ready to enter and remain in the workforce either through direct service or referral to appropriate agencies.

Objective 1-2: Identify the needs of individuals seeking job training and employment-related services, and develop a comprehensive training plan that achieves predetermined outcomes.

Purpose: To meet the needs of individuals.

State Strategy: State departments administering job training and employment-related programs will jointly work with each other and in concert with their agents at the local level to develop common assessment criteria and methods that will identify individuals' needs.

Local Strategy: During program year 1988, SDAs will work jointly with other local agents and in concert with state departments to develop common assessment criteria and methods that will identify individuals' needs. During program year 1989, SDAs shall implement this common assessment.

State Strategy: During program year 1988, all state-administered job training and employment-related programs will jointly develop guidelines for creating a locally-administered employability development plan for each participant. These guidelines should be implemented in the plans prepared by state-administered programs in program year 1989.

Local Strategy: Each SDA must assure that a common employability development plan will be developed for each participant in program year 1988 and implemented in program year 1989.

Objective 1-3: Ensure all eligible residents have equal access and opportunity to benefit from job training and related services outcomes.

Purpose: To provide equal access to job training benefits for everyone who wants them.

State Strategy: The State will provide each SDA with data on protected classes for planning program outcomes.

Local Strategy: Each SDA shall provide equal access and opportunity to benefit from employment and training services available.

GOAL 1: WORKFORCE READINESS - MASTER PLAN QUESTIONS

1-1 1988 Assessment Process: Describe the process to be used to ensure that all participants are ready to enter and remain in the workforce. At a minimum, describe the process and PY 1988 time frame that provides participants with an assessment of employability and literacy skills and, if necessary, provision of a literacy improvement component. Indicate whether assessment and, if necessary, literacy skills will be provided directly or through referral to another agency. Include in the description the criteria used to determine if an individual is competent/deficient in employability and literacy skills.

1-2 Common Assessment: While state departments are developing statewide assessment and employability development plan (EDP) criteria, local agencies shall be involved in developing common assessment criteria and methods, and employability development plans to meet local needs. Identify local agencies to be involved and provide a time frame and sequence of planning activities to ensure that a common assessment and employability development plans are implemented by July 1, 1989.

1-3 Equal Access: Describe the process for ensuring equal access to and opportunity to benefit from employment and training services.

GOAL 2: CREATE AN INTEGRATED, ACCESSIBLE HUMAN INVESTMENT SYSTEM

Objective 2-1: Integrate existing educational, employment, training, and supportive services to maximize resources.

Purpose: To achieve joint planning across state departments and throughout all levels of the job training-education-employment related system.

State Strategy: Prior to the onset of annual planning, the Michigan Job Training Coordinating Council will meet with the heads of departments administering job training and employment-related programs to plan strategies for advancing integration of job training in Michigan, review state policies that hinder integration, and increase flexibility in departmental policies and procedures that promote integration. As part of the planning process, departments will communicate these strategies and policies to their agents at the local level.

Local Strategy: During program year 1988, the PIC/CEOs shall actively involve a core group of local agencies in the development of its annual plan, and include a step-by-step description with program year 1989 time frame for integrating service delivery. At a minimum, this core group should include secondary and post-secondary educational agency(ies), Employment Service, county Department of Social Services office, appropriate community-based organization(s), Community Growth Alliance, labor organizations, and economic development agency(ies).

Objective 2-2: Identify services available in the local area.

Purpose: To improve access to job training and related services and lay the ground work for integrated service delivery.

State Strategy: During program year 1988, the state will provide guidelines to SDAs in preparing a local database of all state-wide, publicly-funded job training, education, and related services and will continue to maintain its directory of state-wide, publicly-funded job training, education, and related services.

Local Strategy: During program year 1988, SDAs shall prepare a database of publicly-funded job training, education, and related services available in the SDA. The database should contain, at a minimum, the names of all job training and related programs available in the SDA; the types of services provided (outreach/recruitment, intake, assessment and counseling, supportive services, employability skills training, occupational training, basic academic skills training/remedial education, job search assistance, on-the-job training, job development and placement); eligibility requirements; where, when, and by whom services are provided; the scope of each program--total funding allocated and number of participants planned; and the name, address, and telephone number of the appropriate person to contact for information or enrollment.

Objective 2-3: Achieve common intake of participants into the job training/ education system.

Purpose: To improve access to job training and related services and lay the ground work for integrated service delivery.

State Strategy: During program year 1987, state departments, working with each other and in concert with their agents at the local level, will establish criteria for achieving common intake that provides easy access to programs, assessment of the needs of individuals seeking job training, and referral to appropriate services. During program year 1988, common intake pilots will be developed, and during program year 1989, the pilots will be implemented.

Local Strategy: During program year 1988, state departments, their local agents, and SDAs will work together to establish criteria for achieving common intake. During program year 1989, selected SDAs shall participate in common intake pilots. During program year 1990, all SDAs shall implement a common intake process.

Objective 2-4: Manage system performance by quantifying outcomes and associated costs.

Purpose: To improve management of and resource allocation to the job training system.

State Strategy: The Michigan Job Training Coordinating Council will work to establish quantifiable outcomes in all state job training plans. During program year 1987, the state will work to develop a set of common definitions across programs to promote integration. In program year 1988, the state will collect and analyze data.

Local Strategy: SDAs shall continue to define and quantify the outcomes (performance standards as well as other measurable outcomes) they plan to achieve this program year, and associate costs with these planned outcomes. In the program year 1989 plan, SDAs shall report to the Michigan Job Training Coordinating Council the actual outcomes and the actual costs associated with these outcomes.

GOAL 2: INTEGRATED, ACCESSIBLE SYSTEM - MASTER PLAN QUESTIONS

Background: During Program Year 1988, local agencies shall begin the planning process for integrating service delivery to participants. A core group of local agencies shall convene to develop integration strategies and approaches for the local area. Some examples of integration approaches are interagency case management, common intake, assessment and employability development plans, pooling of resources, etc. The planning process shall result in strategy(ies) to be implemented during PY 1989.

2-1 Integration: Identify the core group of local agencies to be involved in developing an integrated annual plan. Provide a time frame and step by step sequence of activities to ensure joint planning during PY '88 and the implementation of an integrated service delivery system for PY '89.

2-2 Local Database: Describe the process for identifying publicly funded job training, educational, and related services for the area and developing a database to cover the minimum areas identified such as funding, services available, eligiblity, etc. Identify any other agencies which will be involved in this process. Specify the time frame to ensure completion of this activity during PY '88.

2-3 Common Intake: During PY 1988, SDAs and local agencies will establish work groups to develop common intake criteria. This criteria will be used in two ways: 1) to identify local elements for overall system integration, and 2) to provide input to state policy makers for establishing statewide common intake guidelines.

Identify the agencies involved and provide a PY '88 time frame and sequence of activities for the process.

2-4 Quantifiable Outcomes: In addition to performance standards, define other quantifiable outcomes and associated costs. How will goals and objectives be measured and reported in terms of outcomes and costs? For example, how will the SDA's goals regarding adult literacy achievement be measured and reported?

SDA _____

DATE _____

MONITOR _____

MICHIGAN SERVICE DELIVERY AREA
REVIEW GUIDE FOR:

YOUTH EMPLOYMENT COMPETENCY SYSTEMS

PREPARED BY:
COMPLIANCE REVIEW/MONITORING DIVISION
BUREAU OF EMPLOYMENT TRAINING
MICHIGAN DEPARTMENT OF LABOR

AUGUST 1988

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ENTRANCE INTERVIEW

I. Date _____

II. Persons in Attendance

SDA Staff

_____

_____

_____

_____

_____

_____

MDOL Monitor(s)

_____

_____

Others (Identify Organization)

_____

_____

_____

_____

III. Review the Following:

A. Purpose of the monitoring visit

B. Areas to be monitored

C. SDA and Service Provider responsibilities (i.e., staff introductions, providing access to records, schedule staff interviews).

D. Time Frame

E. Schedule Exit Conference

OVERVIEW AND GENERAL DESCRIPTION

Background Information

This guide was developed to review the State/SDA Youth Employment Competency systems. The revised reporting requirements issued by the USDOL on June 18, 1986 and March 7, 1988, require separate reporting of youth employment competency terminations. The reporting requirements identified three competency skill categories to be used for reporting terminations: Pre-Employment/Work Maturity, Basic Education and Job Specific, and required that competency gains be achieved and tracked through sufficiently developed systems. Also, individuals are to demonstrate proficiency in eleven core competency areas in order for an attainment to be reported in the area of Pre-Employment/Work Maturity.

Time Frames

Monitoring will encompass those youth employment competency systems that are in effect and operating as of July 1, 1988.

The monitor will schedule entrance and exit conferences with the SDA Director or his/her designee.

A monitoring report containing findings will be developed following the on-site visit.

Scope of Compliance Review

To determine if the SDAs have sufficiently developed youth employment competency systems in accordance with the Job Training Partnership Act, Regulations and MDOL Instruction Letters, a desk review of the SDA's Master Plan will be completed, and a field visit will test for compliance.

References

Job Training Partnership Act - Section 106(b)(2)(A)
Federal Register, JTPA: Annual Status Report for Titles IIA and III Programs (June 18, 1986 and March 7, 1988)
USDOL Technical Assistance Guide, A Systems Approach to Youth Employment Competencies
SDA Job Training Plan

Desk Review

1. Review JTPA regulations and other references listed on page 2.

2. Check the competency areas listed in the SDA's Job Training Plan.

_____ Pre-Employment/Work Maturity Skills _____ Basic Education Skills

_____ Job Specific Skills

3. Analyst will obtain a list from appropriate Management Information System staff of Youth Employment Competency (YEC) terminations since July 1, 1988. The listing should identify participants' social security numbers and competency areas attained. Review competency categories for consistency with competency areas identified in the SDA Job Training Plan. If there are inconsistencies, contact SDA staff to discuss.

4. For each competency area identified, the analyst will use the left side of Worksheet A to review the competency information contained in the appropriate section of the SDA's Job Training Plan.

Field Review

Using Worksheet A, the analyst will review the plan information with the SDA Director or his/her designee. The right side of the worksheet will be used to note changes or additional information. The analyst will also obtain the appropriate documentation during the visit. (Collect documentation only if it was not submitted with the plan).

Using Worksheet B, the analyst will conduct a review of participant files (5% or 10 files, whichever is greater - for a maximum of 30) to document youth employment competency information for each competency area in operation.

NOTE: Analyst will sample participant files where youth have attained employment competencies during the most recent quarter. If no completions have been reported, complete the first page of Worksheet B to review documentation where youth have entered one or more competency areas.

SDA _____

Pre-Employment/Work Maturity Skills _____ Basic Education Skills _____

Job Specific Skills _____

WORKSHEET A

A. Description of Plan Information	B. Field Review
The analyst will complete this section from a desk review of the SDA Plan to provide a description of the SDA's Youth Employment Competencies systems.	The analyst will review the plan information with the SDA Director or his/her designee. The review will note changes or additional information and obtain necessary documentation.
1. How are responsibilities for intake, assessment, monitoring etc. organized (centralized, decentralized, other)? Explain.	1. How are responsibilities for intake, assessment, monitoring, etc. organized (centralized, decentralized, other)? Explain.
2. PIC Review - Does the SDA Plan contain evidence that the PIC has reviewed and agreed to the list of competency indicators and benchmarks? If so, describe.	2. PIC Review - The analyst will obtain documentation that the PIC has reviewed and agreed to the current list of competency indicators and benchmarks.

PE/WR ____ BES ____ JSS ____ SDA ____

WORKSHEET A

A. Description of Plan Information	B. Field Review
3. Pre-Assessment - Describe the methods or procedures in the plan used to identify youth deficiencies. For example, question and answer, observation, product review, status of background check, etc.	3. Pre-Assessment - a. Describe the methods or procedures used to identify youth deficiencies. **(Obtain documentation).** b. Do the assessment methods for participants appear to be consistent, accurate, objective and unbiased? If not, explain. c. Are the measurement methods clearly defined? d. How were measurement methods field tested? e. Describe training of raters/scorers. f. 1) What is the minimum level of need for a participant to be included in the youth competency system? 2) For Pre-Employment/Work Maturity, how does the SDA determine participants' deficiency in at least five of the eleven core competency statements? g. How are pre-assessment results scored and documented? h. When does pre-assessment occur?
134	135

PE/WM ____ BES ____ JSS ____ SDA _____

WORKSHEET A

A. Description of Plan Information	B. Field Review
4. Employability Planning - Describe the system of employability planning that is used to document individually designed employment development strategies.	4. Employability Planning - a. Describe the employability planning system used by the SDA to document individually designed employment development strategies. (Obtain documentation). b. Is the procedure consistent for all participants? c. Are pre-assessment results utilized to place an individual in the appropriate activity/site and in the proper sequence?
5. Quantifiable Learning Objectives - a. Identify the competency statements that must be achieved by a participant in the competency area.	5. Quantifiable Learning Objectives - a. Identify the competency statements that must be achieved by a participant in the competency area.

PE/WM ____ BES ____ JSS ____ [redacted] NA [redacted]

WORKSHEET A

A. Description of Plan Information	B. Field Review
1) For each competency statement: a) What are the skills/knowledges/attitudes/behaviors to be taught?	1) For each competency statement: a) What are the skills/knowledges/attitudes/behaviors to be taught?
b) What are the levels of achievement (benchmark) attained for each competency statement (for example, minimum period of demonstration, minimum length of training, minimum score)?	b) What are the levels of achievement (benchmark) to be attained for each competency statement (for example, minimum period of demonstration, minimum length of training, minimum score)?
c) What means of measurement/evaluation is used to demonstrate achievement of competency statement?	c) What means of measurement/evaluation is used to demonstrate achievement of competency statement?
2) If there are multiple competency statements, identify the number to be achieved to obtain a positive termination in the competency area.	2) If there are multiple competency statements, identify the number to be achieved to obtain a positive termination in the competency area.
3) Identify indicators associated with each competency statement.	3) Identify indicators associated with each competency statement.
138	139

PE/WM ____ BES ____ JSS ____ SDA _____

WORKSHEET A

A. Description of Plan Information	B. Field Review
a) What are the levels of achievement to be attained for each indicator? (For example, minimum score)	a) What are the levels of achievement to be attained for each indicator? (For example, minimum score)
b) What means of assessment is used to demonstrate achievement of the indicator(s)?	b) What means of assessment is used to demonstrate achievement of the indicator(s)?
c) If there are multiple indicators for a competency statement, identify the number of indicators which must be achieved to determine competency for each competency statement.	c) If there are multiple indicators for a competency statement, identify the number of indicators which must be achieved to determine competency for each competency statement.

b. For the Pre-Employment/Work Maturity Competency Area, do the competency statements/indicators cover the following eleven core areas:

	Yes	No
Making Career Decisions	____	____
Using Labor Market Information	____	____
Preparing Resumes	____	____
Filling Out Applications	____	____
Interviewing	____	____
Being Consistently Punctual	____	____
Maintaining Regular Attendance	____	____
Demonstrating Positive Attitudes/ Behaviors	____	____
Presenting Appropriate Appearance	____	____
Exhibiting Good Interpersonal Relations	____	____
Completing Tasks Effectively	____	____

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b. For the Pre-Employment/Work Maturity Competency Area, do the competency statements/indicators cover the following eleven core areas:

	Yes	No
Making Career Decisions	____	____
Using Labor Market Information	____	____
Preparing Resumes	____	____
Filling Out Applications	____	____
Interviewing	____	____
Being Consistently Punctual	____	____
Maintaining Regular Attendance	____	____
Demonstrating Positive Attitudes/ Behaviors	____	____
Presenting Appropriate Appearance	____	____
Exhibiting Good Interpersonal Relations	____	____
Completing Tasks Effectively	____	____

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PE/HH ____ BES ____ JSS ____ SDA ____

WORKSHEET A

A. Description of Plan Information	B. Field Review
	c. How does SDA assure that competency statements are employment related?
6. Related Curricula/Training Modules - Describe the planned activity for teaching the employment competencies in which youth are found to be deficient.	6. Related Curricula/Training Modules - a. Describe the activities and curricula used to teach employment competencies in which youth are found to be deficient. (Obtain documentation)
	b. Do activities include agreements, manuals, instructions or guidelines? Explain.
	c. What is the minimum duration of training to be received by participants?
	d. Does the training include participant orientation?
	e. How is participation in activities documented?
	f. Describe worksite supervisor/instructor/community volunteer training and staff development.

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PE/WM ____ BES ____ JSS ____ SDA _____

WORKSHEET A

A. Description of Plan Information	B. Field Review
7. Post-Assessment - Describe the process or method in the plan which will be used to evaluate the participant's attainment of competencies in which youth were found to be deficient.	7. Post-Assessment - Describe the intermediate tracking of participant's progress, if applicable. b. Describe the process or method used to evaluate the participant's level of attainment at the end of the program. **(Obtain documentation)** c. Are the assessment methods for participants consistent, accurate, objective and unbiased? d. Are the measurement methods clearly defined? e. How were measurement methods field tested? f. Describe the training of raters/scorers. g. For Pre-Employment/Work Maturity, how does SDA ensure that competencies are attained in the eleven core areas? h. How are post-assessment results scored and documented? i. When does post-assessment occur?

[redacted] SDA [redacted]

WORKSHEET A

A. Description of Plan Information	B. Field Review
8. Documentation - a. List the types of records identified in the plan to be maintained on file to document learning gains.	8. Documentation - a. Identify the types of records that will be maintained on file to document learning gains. (Obtain copies of type of records)
b. Does the plan indicate where and how these documents will be maintained? _____ If so, describe.	b. Where is competency documentation maintained?
9. Certification - Does the plan include a copy or description of the document used to provide certification of the competencies gained? If so, describe.	9. Certification - The analyst will obtain a copy of the document used to provide certification of the competencies gained.
10. Monitoring - Describe the SDA process identified in the plan for monitoring the youth competency system.	10. Monitoring - Describe the SDA process for monitoring the youth competency system.

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Instructions for Completion of Worksheet B

Youth Employment Competencies
Participant File Review

For each competency area used by the SDA, the analyst will review 5% or 10 participant files, whichever is greater, of those who have attained the comptency. If no completions have been reported, complete the first page of Worksheet B for 10 participant files.

1. Enter participant's name and social security number.

2. Enter participant's age upon enrollment.

3. Enter beginning date of activity, type of activity (W/E, CRT, OJT, etc.) and youth competency area(s) (Pre-Employment/Work Maturity, Basic Education Skills or Job Specific Skills).

4. Note whether file contains documentation to confirm pre-assessment results. Also, for Pre-Employment/Work Maturity note whether participant was deficient in at least five of the required areas.

5. Note whether Employability Development Plan/Individual Education Plan (EDP/IEP) was completed and contains pre-assessment results. Indicate date plan was completed. Note whether curricula/training areas are indicated on the EDP/IEP and are related to the employment competency in which youth was found to be deficient.

6. Note whether file contains documentation to confirm postassessment results and consistency with pre-assessment results. Also, for Pre-Employment/Work Maturity note whether the participant attained proficiency in all of the eleven required areas.

7. Note whether certification document is consistent with postassessment results.

8. Note whether the participant received the minimum length of training established by the SDA.

9. Enter termination code, competency termination area and termination date reported to the state.

10. Enter missing or inadequate information, or other comments.

YEC Category _____ SDA _____

WORKSHEET B

YOUTH COMPETENCIES PARTICIPANT FILE REVIEW

1. Participant Name and Social Security Number	2. Age	3. Title IIA Training/Term. Form Date (YEC Activity)	4. Pre-Assessment Documentation		5. EDP/IEP			
					EDP/IEP Completed		Related Curricula/Training	
			Yes	No	Yes (Date)	No	Yes	No

YEC Category _____

SDA _____

WORKSHEET B

YOUTH COMPETENCIES PARTICIPANT FILE REVIEW

1. Participant Name and Social Security Number	6. Post-Assessment Documentation		7. Evidence of Certification		8. Minimum Duration of Training		9. Termination Notice (MDL-319)		10. Comments
	Yes	No	Yes	No	Yes	No	Code/Area	Date	Enter missing or inadequate information
									152
151									

EXIT INTERVIEW

I. Date _____

II. Persons in Attendance

SDA Staff

_____

_____

_____

_____

_____

_____

MDOL Monitor(s)

_____

_____

Others (Identify Organization)

_____

_____

_____

_____

III. Summary of Review Findings Discussed:

MINNESOTA

- Youth Policy Resource Guide
- Defining At-Risk Youth as a Family of One
- 6% Incentive Grants: PY'88 Performance Standards and Incentive Methodologies
- Minnesota Youth Program
- Eligibility Policy: At-Risk Youth

YOUTH POLICY RESOURCE GUIDE

Kay Tracy
Minnesota Department of Jobs and Training
Ray Garmaker
Northeast Minnesota Office of Job Training
Virginia, Minnesota

Definitions And Profiles Of Youth At Risk

Poverty caused by lack of adequate family income is the broadest of the problems affecting young people. Many families do not earn enough money to meet basic necessities. In addition, the cost of these basic necessities, including health care and health insurance, are rising.

Those affected by lack of family income are children of never-married mothers, unemployed or underemployed two-parent families, minority families and rural families. Even with both parents working, some families have seen their standard of living decline. The number of families with inadequate incomes is likely to continue to increase. Assistance from the private sector, particularly in the form of employer-paid health insurance benefits, and from the government (e.g., the minimum wage) is declining or has not kept pace with families' needs.

A lack of family and community support for optimum child development is another major problem. There is diminishing support for families with children, and services provided to families have not adapted to meet the needs of rapidly changing family structures. While child care has grown to be an important concern for most families, some of the traditional child care resources, such as the extended family, are disappearing. The need for affordable, good-quality child care has far surpassed the available supply, due in part to the increase in the number of families with two parents working outside of the home and the increase in single parent headed households.

Without support, families and children become more vulnerable to problems. A lack of adult role models for children leaves them without a vision of their future. Inadequate parenting can lead to poor self-esteem or child abuse and neglect. Increasing public dollars and the number of government funded or operated programs will not fully meet these needs or help families cope with poverty. More than funding is needed to help people develop informal networks to replace those that have been lost.

Another problem affecting young people is the increased incidence of behaviors which put children at risk of not succeeding in school and life. These behaviors are a reflection of the inability of youth and their families to cope with the problems discussed above and include: teen parenting, alcohol and drug abuse, teen suicide, juvenile violence and crime, running away, poor school performance and dropping out of school.[1]

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[1] Minnesota Children's Policy Academy, August 23-24, 1988.

The extent of the problem is illustrated in the following data:

1. Dropouts

The unemployment rate for dropouts is roughly double the rate for high school graduates.

Minnesota's dropout rate is estimated at 10-13% (calculated over time). In 1985-86, minorities made up 7.3% of Minnesota's population, yet comprised 19.3% of all dropouts.

2. Young Offenders

For youth with a criminal record or a history of drug and alcohol abuse, the problem of finding and keeping a job will be even greater; employers usually perceive them as presenting an unacceptable risk. In 1986-87, 39% of new adult inmates had dropped out of school.

In 1987, about 25,300 petitions for juvenile delinquency and status offenders were filed in Minnesota's courts. This was an increase of 1,400 cases from 1986.

3. Chemically Dependent Youth

Drug abuse continues to be a major problem and drug dealing is often seen as a lucrative alternative to employment.

In 1984, 15,608 cases of delinquency and status offenders involving children and youth were processed through Minnesota's juvenile courts -- 2,723 of these cases were drug and alcohol related; 1,393 were for truancy.

4. In-School Youth Deficient in Basic Skills

The number of young people in the workforce will shrink by two-fifths over the next 14 years. Unless the economy stagnates, there will be a job for every qualified young person who wants one. Yet, major employers are beginning to explore labor shortages and are expressing frustration with young job applicants who lack adequate basic skills. Employers are identifying functional gaps between what young people learn in school and how these skills apply to the workplace.

5. Teen Parents

Teenage parenting remains highly correlated with low educational attainment, unemployment and poverty. Estimates indicate that 80% of teenage mothers do not go back to school.

6. Youth from Low-Income or Welfare Families

Youth from disadvantaged families have twice the probability of long-term unemployment as youth from families above the poverty line.

7. High Risk Farm Youth

Three to six percent of secondary students in rural southern Minnesota attempted suicide in a six month period during 1985-86. Nine percent of secondary students had severe clinical depression within the same period.

Youth who are at risk for any of the above reasons may also have additional limitations -- poor work habits, interpersonal skills and attitudes -- that result from a lack of exposure to the world of work. They do not know how to go about finding a job or who can help them do so.

In trying to cope with these problems, youth and families face barriers with the "system". Although the needs of youth and families cross the jurisdiction of many agencies, no clearly defined, expected outcomes relating to youth and their families have been identified. The result is a lack of interagency collaboration in the design of initiatives and programs, lack of coordination in service delivery at the local level, and competition for resources among agencies, both public and private. Families must try to thread their way through the maze of existing programs and eligibility requirements to gain access to services and opportunities.

The consequences of a youth population at risk are severe, both to youth themselves and for society. For the individual, the consequences may be a lifetime of employment difficulties, poverty-level income, disengagement from society or even prison. For the state, the costs are reflected in unemployment and welfare payments, lost wages and tax revenues, juvenile incarceration, and a shortage of qualified entry-level workers.

Definition Of Employability

Youth's needs vary by age, and particularly for disadvantaged youth, by the types and combinations of problems they face. Communities vary in the characteristics of their youth populations and the kinds of programs that will best meet their needs. Most young people, however, go through stages in developing the skills and knowledge they

need to function in the workplace.

These stages can be identified in terms of four competencies that youth must attain, usually in the sequence that follows, to become effective members of the workforce:[2]

1. Basic Skills: the reading, writing, computational and speaking skills necessary to function in a work setting.

2. Pre-Employment Skills: the techniques for finding a suitable job -- taking part in an interview, filling out an application and communicating their skills to a potential employer.

3. Work Maturity: knowledge of the behavior expected in the workplace, and the skills needed to meet workplace demands.

4. Occupational Training: acquisition of the specific skills and knowledge needed for a particular trade or field or work.

Providing A Mix Of Service/Training Strategies For At Risk Youth

In a recent study of New Jersey youth services,[3] which focussed on agency performance in such areas as linkage, accessibility, staff training, and evaluation, it was found that an overwhelming number of youth-serving agencies:

- do not refer individuals at all or follow-up on referrals when made;
- are surprisingly unaware of problems in the youths' lives other than the specific problem brought to the agency's attention;
- do not operate on non-traditional hours;
- do not consistently train staff; and
- have little knowledge of effectiveness/evaluation.

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[2] Resources for Youth Employability Development, Public/Private Ventures, 1988.

[3] No Easy Answers: A Blueprint for Action in Working with Pregnant and Parenting Adolescents and Those at Risk, Edited by Shirley Geismar.

Human service programs generally address one aspect of a young person's life (e.g., employment, education, sexuality, delinquency, socialization, etc.). Agencies and their staff have specific expertise and tend to focus on one or a few of a young person's developmental needs. Youth go to one agency for a particular service, and if they have other needs, they go to another agency; or in some cases, they don't go and their needs are unaddressed. This is particularly true for at risk youth, whose problems are not simple and one-dimensional, but complex and interrelated. For example, teen parents who lack information or access to birth control are likely to have basic skills deficiencies and low levels of self esteem.

A successful program which serves youth most at risk must be comprehensive: it must address a variety of needs and build the capacities of youth and their families. A case management approach to serving at risk youth should include the following elements:

1. Screening
2. Assessment
3. Case planning
4. Plan implementation
5. Monitoring
6. Reassessment
7. Active parent participation, if feasible

An Individualized Transition to Employment Plan should be developed for at risk youth which:

- o identifies a high school completion program suited to the youth's learning style and needs;
- o develops a work experience suitable to the youth's interests, abilities and transportation needs;
- o identifies basic reading and math skills that need improvement, and develops a remediation plan; and
- o connects the youth with any needed community resources (e.g., personal counseling, daycare, etc.).

DEFINING AT-RISK YOUTH AS A FAMILY OF ONE

Nancy Waisanen
St. Paul Job Training Office
Kay Tracy
Minnesota Department of Jobs and Training

Introduction

The Job Training Partnership Act, through it's use of Title IIA and Title IIB funds, makes an expressed commitment to serving disadvantaged or "needy" youth. Of particular concern is service to at-risk youth. Without the aid of employment and training resources, at-risk youth are not likely to reach a level of self-sufficiency and stand to comprise a greater portion of the young adult offenders and unskilled labor population in the future.

Research suggests that young people who drop out of high school have difficulty making a successful transition to adult life. Indeed, our welfare rolls and corrections facilities contain a disproportionally high percentage of dropouts. Those groups who have the greatest potential for dropping out of high school constitute the at-risk youth population. Furthermore, the long run costs of neglecting at-risk youth can be seen both in the lost productivity to the private sector and revenue loss and expanding income maintenance costs to the public sector.

One of the goals of JTPA is to intervene on behalf of such at-risk youth. However, there are some at-risk youth who could benefit from the services provided under JTPA but who do not meet the economically disadvantaged criteria. Thus, the State of Minnesota has taken the necessary step in assisting at-risk youth. In order to provide service to these individuals in accordance with Section 626.4 of the Rules and Regulations which authorize the Governor to define "family", certain at-risk youth are considered a family of one for purposed of determining eligibility.

Target Groups

In targeting employment and training resources toward at-risk youth, it is generally accepted that those youth most in need of JTPA services are high school dropouts, potential dropouts and youth offenders. The major group of high school dropouts have unemployment rates more than twice as high as high school graduates and they make up forty-eight percent of the hard-core unemployment.[1]

Likewise, youth offenders require more accessible employment and training services in order to prevent them from becoming career criminals and burdens on society. In 1986-87, nearly 40% of new adult inmates in Minnesota had dropped out of

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[1] Michael E. Borus, editor, Youth and the Labor Market.

school. In 1987, over 25,000 petitions for juvenile delinquency and status offenses were filed in Minnesota courts, an increase of 1,400 cases over the previous year. Without access to JTPA services, youth offenders will not be able to find employment and make the necessary adjustment into adulthood.

Pregnancy is one of the major reasons teens drop out of school. About a third of young black women become unmarried parents as teenagers or by their early twenties. Recent Minnesota Department of Human Services research indicates that as many as 20% of all families on AFDC at any time are families in which the mother had her first child before the age of 18. An estimated 60% of births outside of marriage eventually result in AFDC use. In 1986, 88% of all Minnesota births to minors were outside of marriage, up from 81% in 1984. This clearly worsens the employment options of these women and restricts their options for vocational training.

Dissatisfaction with school is another major reason teens drop out of school. This dissatisfaction is usually associated with poor academic performance, lack of the required credits to graduate, or a poor attendance record including a history of suspensions or expulsion. Basic skills deficiencies in youth is a growing concern for Minnesota businesses. The number of young people in the work force is expected to decline by 40% over the next 12 years, while the number and proportion of jobs requiring a minimum of basic skills is expected to increase to 60%. Some employers are already expressing frustration with the number of young job applicants who lack adequate basic skills.

In addition, other groups of at-risk youth have significant barriers to employments and are at risk of dropping out of school. These youth require JTPA services to be able to increase the likelihood of entering the labor market due to significant barriers they face in gaining employment.

Chemically dependent youth have both an increased risk of dropping out of school and of becoming involved with the juvenile court system. Drug abuse is a growing problem across Minnesota and drug dealing is often seen as a lucrative alternative to employment for youth. In 1984, 15,608 cases of delinquency and status offenders involving children and youth were processed through juvenile court, of which 2,723 were drug and alcohol related.

High risk farm youth, along with handicapped youth, physically and emotionally disabled youth, and youth receiving social or group home services also require JTPA services. These youth face substantial barriers to employment due to severe emotional, behavioral or physical disabilities. Up to six percent of high school students in southern rural Minnesota attempted suicide within a six month period during 1985-1986. Nearly 10% of these students had severe clinical depression within the same period.

Finally, the number of youth who lack proficiency in the English language is a growing concern in Minnesota.

State Exhibits

Approximately a dozen different states, including Minnesota, identify at-risk youth as a family of one for purposes of determining JTPA eligibility. The following underscores the rationale many of these states use in identifying at-risk youth as JTPA eligible.

Colorado. Colorado was the first state to identify and assist at-risk youth for use of JTPA services. In order to maximize flexibility for and promote JTPA services to youth with significant barriers to employment, Colorado defines at-risk as a family of one for purposes of income eligibility. Policy staff at the Governor's Job Training Office in Colorado note, "Our policy has been in existence since 1984. It has helped both with in-school programs and with recruitment and outreach."

Nevada. A representative from Nevada's Job Training Office states that "we have a lot of youth that need help but cannot meet the eligibility criteria. There is a real need in Nevada to help disadvantaged youth who are not necessarily economically disadvantaged. We do not want to discourage them from leaving their families so that they can get the help they need."

New Jersey. New Jersey provides a position paper on serving high risk youth. It states that expanding the employment and training opportunities for at-risk youth facing extraordinary barriers to employment will provide additional opportunities for PIC's and local youth agencies to work together and provide necessary and effective services for high-risk youth in their preparation for the labor market. The term high-risk youth refers to youths, 14-21, who are facing or will face extraordinary employment barriers and who lack sufficient means for attaining skills necessary to obtain employment.

Another objective of N.J's policy is to increase the number of at-risk youth groups facing extraordinary employment barriers in the SDA's applicant pool. By defining high-risk youth as a family of one, the SDA's applicant pool can be increased to include an additional 20,000 youth.

The SDA still makes the final decision as to which applicants it can best serve. Even though SDA's had a 25% window of non-economically disadvantaged available to them through the Education Coordination and Grants program, they still served up to 90% disadvantaged individuals in that program.

In other words, SDA's are providing services to those who are most in need of JTPA assistance. By identifying specific target groups, fostering linkages with agencies serving youth, and defining high-risk youth as a family of one, the New Jersey Department of Labor has shown the importance it places on serving youth with special needs.

New York. New York stresses that one of the goals of JTPA is to aid youth in need of its services. Of particular concern is service to at-risk youth -- those youth with the potential for becoming adults with poor education and few skills, who never reach a

level of self-sufficiency, and ultimately become dependant on society. In order to provide service to these individuals, youth, aged 14-21, who meet the definition of at-risk are to be considered a family of one for the purposes of determining income eligibility under JTPA.

In all cases, the determination that youth meet one of the at-risk definitional criteria must be based on documented evidence. While changes in eligibility provide greater flexibility in serving youth, youth from economically disadvantaged families should receive the highest priority for enrollment in JTPA programs.

Massachusetts. Massachusetts' policy was adopted for a one year trial period after which an assessment of its effectiveness would be conducted. Feedback from local offices indicates that the policy has been instrumental in expanding services to youth in need of such services, and in aiding local collaborative efforts between the education and employment and training systems, by creating similar eligibility criteria for use in both systems. A policy staff representative from the Massachusetts Division of Employment and Training says that "it makes our work with education much easier. We work with schools who do not like to exclude individuals or groups in need of such service. Also, it streamlines the process since most at-risk youth were already disadvantaged."

Pennsylvania. The Bureau of Job Training Partnership at the state's Department of Labor and Industry notes that Pennsylvania recently conducted a Youth Task Force, consisting of persons from the Department of Education, and other state and federal agencies. The Task Force found that at-risk youth are in particular need of JTPA services. Therefore, the state was encouraged to aid at-risk youth through the use of JTPA resources by defining such youth as a family of one.

As Pennsylvania's economy continues to improve, it is essential that its employment and training resources be targeted to at-risk youth who would otherwise be left behind without the assistance of these resources. Pennsylvanians within this group are those who can most benefit from and are most in need of employment and training services provided under the Job Training Partnership Act.

At-Risk Criteria

In order to provide service to these individuals, and in accordance with section 626.4 of the Rules and Regulation under the Job Training Partnership Act, which authorize Governors to define "family of one", the above mentioned states define at-risk youth using one or more of the following criteria:

1. Pregnant teen or teen parent; Teen parent or expectant teen parent of either sex.

2. Youth offender/Diversion Program youth; a youth subject to any stage of the criminal justice process because of a conviction; ex-offender within six months of release from correctional facility.

3. Actual dropout.

4. Youth receiving social services/group home services, including youth in the care of the Department of Mental Health; battered and abused youth.

5. Handicapped youth.

6. Youth with documented chronic emotional and/or physical disabilities.

7. Potential dropout, includes two or more of the following:

   * member of family living at or below the poverty line
   * poor school attendance record or truancy
   * significant deficiencies in computing, reading, and/or writing
   * has been retained in grade during the last four years
   * fails to receive credit in at least two major subjects during the most recent grading period
   * documented emotional/behavioral problems which may result in suspension
   * has been suspended from school five or more days during the previous or current school year
   * scores in the bottom quartile of standardized achievement tests used by the school/school system at the end of the previous year or during the current year
   * pregnant or parenting teen
   * former dropout
   * enrolled in a public alternative school or program
   * enrolled in a special program designed for potential dropouts

8. Out-of-school youth who is assessed by a state recognized test as reading below the 6th grade level.

9. High risk farm youth, includes 2 or more of the following:

   * member of a family or non-dependent individual that derives a substantial portion of its annual income from agricultural production

- member of a family or a non-dependent individual in a financial position that is stressed due to actual or threatened loss of income
- lacks non-farm/ranch work experience
- has limited access to vocational and/or work opportunities in non-agricultural career fields

10. Neglected and homeless youth.

11. Identified as a Person In Need Of Supervision (PINS).

12. Ordered by a court to participate in an employment and training program.

13. Lacks demonstrated proficiency in the English language as measured by a standardized test.

MINNESOTA DEPARTMENT OF
Jobs and Training

State Job Training Office
690 American Center Building • 150 East Kellogg Boulevard
St. Paul, Minnesota 55101
612/296-8004 • TTY 612/297-3944

May 16, 1988

MINNESOTA JTPA LETTER NO. 87-30

SUBJECT: 6% INCENTIVE GRANT: PY 88 PERFORMANCE STANDARDS AND INCENTIVE METHODOLOGIES

TO: SDA Directors

1. Purpose: To announce performance Standards Methodology and 6% Incentive Policy for PY 88.

2. Issuances Affected:

   A. References: JTPA Section 202(b)(3); 20 CFR 629.39

   B. Rescissions: Minnesota JTPA Letter 87-6

3. Background: Annually the State determines the Title II-A program performance standards methodology and the method of distribution of 6% Incentive funds.

4. Policy and Procedures: Attachment 1 describes the PY 1988 performance standards methodology and 6% Incentive grant distribution policies that have been established by the Governor. Also enclosed are the Title II-A Worksheets and Instructions for Setting Service Delivery Area (SDA) Performance Standards for PY 88 and the Guide for Setting JTPA Title II-A Performance Standards for PY 88. They both contain instructions on completing the PY 1988 Worksheets. The disk containing the PY 1988 Performance Standards models for use in planning and monitoring Title II-A federal performance standards with Lotus 1-2-3 Version 2.0 or higher was mailed to you on April 6, 1988. Although only 8 of the 12 national measures were selected by the Governor as the basis for consideration in making awards and imposing sanctions, SDAs are required to monitor levels of performance on all 12 federal measures.

EQUAL OPPORTUNITY EMPLOYER
DJT-11G (JT-00137)

5. Action Required: SDAs should monitor their Title II-A program performance in accordance with the enclosed policy. The State will base Incentive grants on PY 1988 Performance Standards utilizing PY 1989 6% funding. Awards will occur in December, 1989.

6. Inquires: Jim Erchul 612/297-4572.

7. Effective Date: July 1, 1988

8. Expiration Date: On-going

Donald Mohawk

Don Mohawk
Director

DM:JE:gms

Enclosures

PY 1988 Performance Based Standards and Incentives

A. Performance Measures and Standards

In addition to the national standards Minnesota SDAs have the option to compete for incentive funds if they exceed State-determined standards. The governor is required by law to select at least eight of the twelve national measures. With federal assistance states select the appropriate methodology for setting minimum levels of acceptable performance on the national standards selected by the governor. Performance standards are a useful management tool to assess overall program effectiveness and service levels to public assistance recipients. Performance measures are objective quantifiable yardsticks upon which Title II-A program performance can be evaluated. Performance standards are the numerical values associated with the particular measures.

Performance Measures

There are twelve national measures; four are for adults, four are for youth (14-21 years) and four are post program measures. The adult measures are: entered employment rate, cost per entered employment, average hourly wage at placement and welfare adult entered employment rate. The youth measures are: entered employment rate, employability enhancement rate, positive termination rate and cost per positive termination. The post program measures are: follow-up employment rate, welfare follow-up employment rate, weeks worked in the follow-up period and weekly earnings of all employed at follow-up. Of these twelve national standards the governor has selected eight for use in PY 1988. They are: adult entered employment rate, cost per entered employment, average hourly wage at placement, welfare adult entered employment rate, youth entered employment rate, positive termination rate, youth entered employment rate, positive termination rate, cost per positive termination rate and weeks worked in the follow-up period. State performance measures include: public assistance recipients served as a percentage of total served and welfare recipient wage at placement.

Performance Standards

The SDA's national performance standards are determined at year end by a multiple regression equation (Model) that accounts for SDA terminee characteristics, average weeks participated and local economic conditions. The process is quite mechanical and permits making valid, equitable comparisons among SDAs.

The model uses a statistical technique that empirically and objectively determines the variation in performance that is attributable to the difference in local factors. The advantage to using the model is that it takes many local factors into account simultaneously and explains a substantial portion of the variance in performance among SDAs. Thus, accounting for these local factors does not penalize the SDA for local economic conditions or for a decision to serve more disadvantaged participant groups.

The constant in the regression model is known as the National Departure Point (NDP). Generally the numerical national departure points represent a minimum

level -- the lowest quantile -- of expected performance. Therefore, most SDAs should exceed the national standard. The national departure point for average wage is the major exception. It more closely resembles an estimate of average performance. For this measure, SDAs may have to strive harder to meet the national standard.

The first state standard is that public assistance recipients as a percent of the total served must be at a level at least 10 percentage points above PY 85 actual service levels to public assistance recipients or 50% of the total participants served whichever is lower. The second standard is that the average adult public recipient wage at placement is set to 90% of the average adult non-public assistance recipient wage at placement.

Governor's Adjustment

The Governor's adjustment to the federal performance standards will be used at the end of the program year to adjust an SDA's federal standards downward, by up to one tolerance factor, based on the number of welfare recipients served as a percentage of the total number of eligible welfare recipients. The adjustment will be made using a slope intercept equation. The SDA serving the largest number of welfare recipients as a percentage of the total number of eligible welfare recipients residing in it's service area will get the largest adjustments (one tolerance factor). The SDA serving the smallest number of welfare recipients as a percentage of the total number of eligible welfare recipients residing in it's service area will get no adjustments. All other SDAs will get adjustments to the federal performance standards that fall some place between these two extremes.

B. Six Percent (6%) Incentive Allocation Methodology

For PY 1988, 85% of the total funds available or approximately $1,072,000 are earmarked for performance based incentives. The balance of funds (15%) will be used to provide technical assistance to the SDAs.

National Standards Incentives

Fifty-percent (50%) of the $1,072,000 or $536,000 will be divided equally among the eight national measures selected by the Governor. The balance of the incentive funds will be divided between the two state measures on a 80/20 basis. SDAs may decline to compete without penalty for incentive funds available by exceeding their state standards. Under the national measures, an SDA must exceed any six out of eight of its standards. An SDA that fails to exceed one or two of its national standards will not be eligible to share incentive funds for those measures, but it will be eligible to share funds for other measures.

All distributions under the eight national measures will be weighted based on the SDA's size as measured by the SDA's Title II-A expenditures and the degree to which the SDA exceeds its standards based on the range concept.

Within a national measure, funds will be divided on a 60-30-10% basis corresponding to three ranges. Awards will be adjusted based on these ranges. A range is defined for each measure so that it is equal to a multiple of the measure's Tolerance Factor (TF) as found in the US/DOL publication titled, "Guide for Setting Title II-A Performance Standards for PY 1988", page G-4.

Range 1 is defined as any value equal to or greater than the model determined value but not more than one TF greater than the model value. Range 2 is defined as any value equal to or greater than the model plus one TF but not more than two TF greater than the model value. Range 3 is defined as any value equal to or greater than the model value plus two TF.

If an SDA's performance falls in Range 3, the SDA automatically qualifies for Ranges 3,2, and 1 funds. If an SDA's performance falls in Range 2, the SDA automatically qualified for Ranges 2 and 1 funds but not Range 3 funds. If an SDA's performance qualifies for Range 1 only, then it will not qualify for Ranges 2 and 3 funds.

On the national measure weeks worked in the follow-up period an SDA will be required to have a response rate of 70% on their follow-up surveys to qualify for their full incentive award on this standard. SDAs having a respons rate of between 70% and 50% will be allowed to qualify for incentive awards on this standard but the dollar amount will be adjusted downward in proportion to the level of the response rate. Any SDA with a response rate of less than 50% will fail this standard.

State Standard's Incentives

While SDAs are encouraged to exceed their state standards, incentive awards will not be based on the degree to which an SDA exceeds its state standards. Instead, distribution of these funds will be based on an SDA's size as measured by the SDA's Title II-A expenditures once the standard is exceeded. An SDA will not be penalized on its federal standards for not meeting the state standards.

Incentive awards will be made in December of 1989 based on the SDAs' previous program year participant and close out financial data.

Jobs and Training

January, 1988

MINNESOTA YOUTH PROGRAM

BUDGET/SOURCE OF FUNDS

The Minnesota Youth Program (MYP) is authorized by the Youth Employment Act of 1977, Minnesota Statutes, Sections 268.31 to 268.36.

The appropriation for the MYP in the 1988-89 biennium was $4.7 million ($2.35 million per year). This represented a 40% cutback from the 1984-85 funding level of $7.6 million. The MYP is delivered in conjunction with the JTPA Title IIB Summer Youth Program. Federal funding declined by 25% in 1987, stayed level in 1988, and will be reduced by an additional 5.5% in 1989.

PROGRAM ACTIVITIES/BACKGROUND

The state-funded Minnesota Youth Program is delivered in conjunction with the federally-funded JTPA Title IIB Summer Youth Program and the purpose of both programs is:

1. To enhance the basic educational skills of youth ages 14 to 21;

2. To encourage school completion or enrollment in supplementary or alternative school programs; and

3. To provide low-income and other at-risk youth with exposure to the world of work.

The Minnesota Legislature approved statutory changes in 1988 which: 1) defined and targeted at-risk youth for expanded MYP services; 2) provided all program operators with the flexibility to offer services year-around; 3) addressed the youth literacy problem by linking remedial education to work experience; and 4) expanded the availability of support services.

PROGRAM AREA SERVED

The Minnesota Youth Program is operated statewide through the 17 JTPA service delivery areas. There is also a special grant to the Minnesota Conservation Corps/Department of Natural Resources to operate a program for hearing-impaired youth.

PROGRAM SERVICES

Services to an individual young person might include a combination of the following based on an assessment of individual need:

- Pre-employment skill training

- Remedial education and basic skills training

- Work experience (well supervised jobs, with low supervisor to youth ratios)

- Mentoring and tutoring services

- Case management services

- Career counseling

- On the job training

- Life skills training

- Assistance in searching for jobs

- Supportive services (such as transportation to work site or classroom, supplies, books or child care)

- Job placement activities

PERSONS OR GROUPS SERVED

Statutory changes in 1988 expanded the services available under the MYP to youth who are at risk of school failure, chronic unemployment and/or welfare dependency. At least 60% of the youth served through the MYP must be from low-income families or be at risk. At risk youth include:

- Teen parents, including pregnant teens
- Actual school dropouts
- Youth offenders/diversion program youth
- Youth receiving social services and/or group home services
- Youth who are handicapped
- Youth with documented chronic emotional or physical disabilities
- Potential school dropouts
- High risk farm youth
- Foster children

DELIVERY

The state-funded MYP and the JTPA Title IIB Programs are administered through the service delivery area/private industry council system. Current federal guidelines are more restrictive than MYP regarding who is served and when services are provided. Under the state-funded MYP, local areas have the flexibility to:

- Serve non-disadvantaged youth who are at-risk; and
- Determine whether local needs are better met by retaining the traditional summer program or going to a year-around program design.

PROGRAM EFFECTIVENESS/ACHIEVEMENT

In 1988, 2,656 youth were served through the MYP:

- 68% were economically disadvantaged
- 21% were from families receiving public assistance
- 20% were handicapped
- 15% were minority youth
- 23% were at-risk youth

The MYP stresses:

- Reaching at-risk youth and enabling them to finish their high school educations while gaining exposure to employer expectations and to situations that require the development of individual responsibility and leadership skills.

- Close cooperation by service providers with other agencies and organizations that work with young people such as schools, law enforcement agencies and chemical dependency programs.

- Career workshops at local colleges and technical institutes provide information on post-secondary educational options, financing and career opportunities. Vocational evaluations provide youth with direction in selecting fields of study, developing career paths and locating funding for educational goals.

- Service providers negotiated with local school districts to obtain academic credit for youth enrolled in remedial education linked to work experience during the summer months.

See Attachment A for additional statistics regarding the 1988 MYP.

FUTURE EXPECTATIONS OR ISSUES

1. During the summer of 1988, 12,546 young people sought MYP services, but because of funding limitations, only 2,656 youth were served.

2. The state minimum wage increases to $3.85 per hour on January 1, 1989, and will be raised to $3.95 per hour on January 1, 1990. MYP funding has not been adjusted upward to keep pace with the increases. The result has been reduced enrollment levels.

3. MYP service providers who wish to offer a school year component for at risk youth need to be provided with adequate resources. In-service training and presentations to a wider range of school staff (including classroom teachers of English and math) need to be expanded in order to identify and refer appropriate students to the MYP during the months of January, February, March and April.

4. Literacy projects should be expanded to greater numbers of youth either as pupils or as tutors/mentors.

5. The Department of Jobs and Training is requesting that MYP funding be increased by $1.5 million in the next biennium. The new funds would be used to provide the following transitional services:

   - Literacy Training/remedial education
   - Life Skills Training
   - Mentoring and Tutoring Services
   - Counseling/Case Management Services

   New funds will not be used for the work experience component.

1987-1988
MINNESOTA YOUTH PROGRAM
STATEWIDE SUMMARY

Total MYP Funds Available and Expended:	1987 $2,350,000	1988 $2,350,000
	1987	1988
Total Applicants:	11,542	12,546
Total Participants:	2,686	2,656
Male (%)	52.3	50.9
Female (%)	47.7	49.1
Age: (%)		
14-15	20.7	26.2
16-17	36.2	39.8
18-21	43.1	34.0
Ethnic Group: (%)		
Black	6.0	5.0
Native American	3.0	3.0
Hispanic	1.0	1.0
Asian	6.0	4.0
White	84.0	84.0
Economic Status: (%)		
Percentage of youth from families whose incomes are:		
At or below poverty level	68.1	68.4
Above poverty level, but at or below 100% of lower living standard	6.9	7.3
Above 100% of lower living standard, but at or below 125% of lower living standard	6.1	3.4
Above 125% of lower living standard	18.9	20.8
Welfare Status: (%)		
Percentage of youth employed whose families receive public assistance	20.2	20.7
At Risk Youth: (%)		
Percentage of youth determined to be at-risk	*N/A	22.3
Handicapped Status: (%)		
Percentage of youth employed who are handicapped	18.0	19.8

* N/A = data not available

MINNESOTA DEPARTMENT OF
[illegible]
State Job Training Office
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St. Paul, Minnesota 55101
612/296-6004 • TTY 612/297-3944

January 27, 1988

MINNESOTA JTPA LETTER NO. 87- 16

SUBJECT: Eligibility: At-Risk Youth

TO: SDA Directors

1. Purpose To transmit new State Job Training Office (SJTO) policy regarding income eligibility determination for "At-Risk Youth," who apply for programs funded under the Job Training Partnership Act (JTPA).

2. Issuances Affected:

   A. References: JTPA Section 203(b)(1); Section 203(a)(2); Section 203(b)(3); and 20 CFR, Parts 626.4 and 629.35.

   B. Rescissions: JTPA Letter No. 86-5.

3. Background: Federal Regulations, 20 CFR 626.4 authorize the Governor to define "family" when used in the context of JTPA. In order to maximize flexibility for and promote JTPA services to youth with significant barriers to employment, new state policy allows SDAs/PICs to classify at-risk youth as a family of one for purposes of eligibility determination. The intent of this new policy is to extend JTPA services to non-economically disadvantaged youth who face substantial barriers to employment.

4. Policy and Procedure(s): For purposes of eligibility determination, the following at-risk youth may be considered a family of one for Title II-A, Title II-B, 8% Education Coordination Programs, 6% Incentive Grants, and the Minnesota Youth Program:

   A. Eligibility

      (1) Teen Parent (including pregnant teens)

      Any individual (male or female), 19 years of age or less, who has responsibility for the support of one or more dependent children and/or any girl, 19 years of age or less, who is documented as pregnant.

AN EQUAL OPPORTUNITY EMPLOYER

(2) Actual Dropout

Any individual who is at least 16 years of age, and who is not attending any school, and has not received a secondary school diploma or a certificate from a program of equivalency for such a diploma (e.g., a GED).

NOTE: The compulsory age of school attendance in Minnesota is 16. Therefore, 14-15 year olds are not officially recognized as dropouts if they are not attending school; they are considered truants. However, for JTPA reporting purposes, 14-15 year olds who are not attending school should be reported as actual dropouts.

(3) Youth Offender/Diversion Program Youth

An individual ages 14 through 21 who is or has been subject to any stage of the criminal justice process, or who requires assistance in overcoming artificial barriers to employment resulting from a record of arrest or conviction.

(4) Youth Receiving Social Services and/or Group Home Services

Any individual ages 14 through 21 who is receiving service through the Minnesota Department of Human Services or other similar agency that receives at least 30% of its funding from state or federal sources.

(5) Foster Child

A foster child on whose behalf state or local government payments are made.

(6) Handicapped Youth

Any individual aged 14 through 21 who is participating in a state/federally-supported special education, mental health, developmentally disabled, and/or vocational rehabilitation program.

(7) Youth with Documented Chronic Emotional or Physical Disability

Any individual aged 14 through 21 who has a documented chronic emotional and/or physical disability and is referred by a private physician, mental health professional, or other as determined appropriate by the SDA or non-SDA contractor.

(8) Potential Dropout

Any individual aged 14 through 21 who is enrolled in a secondary school or a program of equivalency (e.g., a GED) and who, for two or more of the reasons listed below is in danger of dropping out of school.

- S/he is a member of a family (or is a family of one) living at or below poverty level (i.e., meets JTPA eligibility criteria); and/or
- S/he has a poor attendance record (frequent absence, tardiness, and/or truancy); and/or
- S/he is at least two grade levels below the performance level for students of the same age in a locally-determined achievement test; and/or
- S/he is at least one year behind in obtaining credits for graduation; and/or
- S/he is a teen parent and/or a pregnant girl; and/or
- S/he has formerly dropped out and returned to high school; and/or
- S/he is enrolled in a public alternative school or program; and/or
- S/he has been assessed as chemically dependent.

(9) High Risk Farm Youth

Any individual ages 14 through 21 who resides on a farm in rural Minnesota and qualifies under two or more of the following conditions:

- Is a member of a family that derives a substantial portion of its annual income from agricultural production or is a non-dependent individual who so derives his/her income;
- Is a member of a family or a non-dependent individual in a financial position that is stressed due to the actual or threatened loss of agricultural income;
- Lacks non-farm work experience; and

- Has limited access to vocational and/or work opportunities in non-agricultural career fields.

Note: For the purpose of eligibility determination, a farm is defined as a rural territory (outside the corporate limits of a city of 2,500 population or more, or outside an urbanized area contiguous to such a city) on places of 10 or more acres from which the annual sales of agricultural products amount to $500 or more.

B. Eligibility Documentation

(1) At-Risk Status

The following examples of eligibility documentation for at-risk status are not exhaustive. The sufficiency of documentation may vary with individual/local needs and circumstances.

- Teen Parent — Documentation may include letters from parents, school officials, physicians, and/or social services personnel stating that the youth is a parent and/or pregnant.

- Actual Dropout — Documentation may include statements from local school districts that the youth is not attending school and has not received a secondary school diploma or a GED or letters from parents so attesting.

- Youth Offender — Documentation may include statements from Department of Corrections personnel, probation or parole officers, and/or law enforcement officials that youth have been subject to one or more stages of the criminal justice process.

- Youth Receiving Social Services — Documentation may include statements by counselors and other social service personnel detailing services and treatment provided and requesting JTPA services to assist rehabilitation or promote self-sufficiency.

- Foster Child — Documentation of this status may include statements by counselors and other social service personnel.

- Handicapped Youth — Documentation may include statements by school officials, physicians, and/or officials of state/federally-funded special education, vocational education, or mental health programs that describe the handicapping condition and state that the handicap serves as a significant barrier to employment.

- Youth with Chronic Emotional Disorders — Documentation may include statements by school officials, physicians, and/or mental health professionals that a youth has chronic emotional problems that serve as significant barriers to employment.

- Potential Dropout — Documentation may include letters from school officials detailing school-related problems such as poor grades, behavioral problems, poor attendance, insufficient credits for graduation, past instances of dropping out of school, and/or enrollment in an alternative education program. Documentation may also include a letter from parents or guardians requesting JTPA services to help the youth complete high school.

- High-Risk Farm Youth — Documentation may include a statement by the youth (if non-dependent), a parent or a school official that a substantial portion of family income is derived from agricultural production and that this income is at risk. Additional documentation may include statements by SDA staff that the youth lacks non-farm work experience and has limited access to vocational and/or work opportunities in other career fields.

(2) Income

SDAs/PICs must document the youth's individual income to verify compliance with JTPA income eligibility criteria for a family of one.

5. Action Required: SDAs/PICs should incorporate these definitions into their intake and eligibility determination procedures. For purposes of eligibility determination, at-risk youth may be considered a family of one for Title II-A, Title II-B, 8% Education Coordination Programs, 6% Incentive Grants and the Minnesota Youth Program. Pursuant to the JTPA Regulations, Section 629.35, SDAs are responsible for collecting and retaining proper records to document eligibility for three years or until Audit Resolution is completed for the period of participation.

6. Inquiries: Questions regarding this JTPA Letter may be directed to Kay Tracy, at 612/296-6064.

7. Effective Date: February 1, 1988.

8. Expiration Date: On-going.

Donald Mohawk

Don Mohawk
Director

OHIO

- Comments on the Development of Youth Policy
- Ohio PY 1989 Performance Standards Selection
- JTP Ohio PY'88 System Building Incentive Award Criteria
- PY'88 JTPA 8% Educational Set-Aside Policy Overview
- The Ohio LMI System

COMMENTS ON THE DEVELOPMENT OF YOUTH POLICY

Dean Fangman
Cuyahoga County Division of Employment and Training
Cleveland, Ohio

Youth At Risk: Definitions and Profiles

Youth at risk can perhaps best be defined by grouping the characteristics of this population into several related categories:

1. Academics
   - o Functionally illiterate
   - o Undiagnosed learning disabled
   - o Overage for class
   - o Lack of basic reading and math skills
   - o Labeled "slow learner" or "poor student"

2. Family
   - o Public assistance
   - o Disengagement of parents from schools
   - o Lack of values relating to education
   - o Family history of dropping out
   - o Lack of support for school (do not encourage academic achievement; no PTA participation; do not schedule appointments with teachers, counselors; no support for school discipline; and no encouragement/monitoring of daily attendance)
   - o Lack of work ethic in the home
   - o Lack of appropriate role models
   - o Single parent
   - o Drug or alcohol problems
   - o High mobility
   - o English as a second language

3. Student/Peers
   - o Participation in gangs
   - o Drug or alcohol abuse
   - o Truancy
   - o Pregnancy
   - o Criminal record
   - o Chronic behavioral problems
   - o English as a second language
   - o Poor health and nutrition

4. Social
   - o Crowded or substandard living/school environments
   - o Racism/racial discrimination
   - o Lack of employability skills
   - o Poor access to the job market
   - o Lack of transportation

Defining Employability

Employability can best be described in terms of the following acquisitions that help the at-risk youth to overcome the limiting characteristics listed above:

1. Adequate basic skills in reading, math, and communications

2. Job seeking skills

3. Realistic employability development planning (based on a knowledge of educational requirements)

4. Job survival skills
   a) Workplace literacy skills
      - o Critical thinking
      - o Organization skills
      - o Problem solving
      - o Strong verbal, written, and listening skills

   b) Workplace social skills
      - o Punctuality
      - o Cooperativeness
      - o Dependability
      - o Responsibility
      - o Initiative/ambition/motivation

Providing a Mix of Service/Training Strategies

Determining Appropriate Outcomes. It is incumbent upon policy makers at both the state and local levels to recognize that service strategies for at-risk youth must be targeted to the unique needs of the at-risk population. Too often "quick-fix" and traditional methods of training are applied to youth solely because they were successful for other population groups, without any understanding of their value or applicability to the at-risk youth population.

Service alternative strategies for at-risk youth should seek creative solutions in the mix of services to be provided. Programs should seek outcomes that do not just merely move a youth from point "A" to point "B", but rather should focus on options that lead to long range employability enhancement and personal self-esteem and development. One option might be to recognize that interim outcomes related to testing, counseling and guidance, and career plan development can be combined with outcomes from competency programs or tryout employment to meet the final outcome requirements of JTPA. Another option would accept the reality that a final outcome may be beneficial and necessary for the at-risk youth even though it may not be "scoreable" under JTPA. The youth delivery system should be strongly rooted in program models that are "kid conscious" rather than always planning for outcomes that are positive in the JTPA system.

Keeping in mind that the desired final outcome for JTPA is unsubsidized employment, more emphasis should be placed upon the route that youth follow to qualify for unsubsidized employment, as well as the necessary supports that youth will require while on the job.

An appropriate mix of service/training strategies would include the traditional and typical funded JTPA activities such as pre-employment competency attainment, job tryout, and unsubsidized employment; however, more activities should be available for the in-school youth, without penalty to the SDA for failure to meet private sector placement "entered employment" objectives.

Funding for an age-appropriate mix of necessary and related support services such as tutoring in basic skills; mentoring; job shadowing; job-site visitation; volunteer and/or stipend work experience; visits to colleges and post-secondary institutions needs to be provided. Finally, more emphasis needs to be placed on year-round activities including those mentioned above in combination with a sequence of part-time, summer, and full time, entry-level job experience.

Choosing Your Partners. JTPA should encourage the broadest possible participation in its programs. Partners should include a mix of local educational agencies (public schools, private schools, colleges and universities), community-based agencies, businesses, foundations, large corporations, additional government funding sources other than JTPA, thus leveraging the greatest amount of resource funding in support of appropriate programs. Recognizing the JTPA funding restrictions and constraints (i.e. the inability to fund subsidized work experience), a broad based strategy maximizing each of the above named partners' resources will greatly expand the number of students served and improve the quality and continuity of the services delivered. For example:

PARTNER	SERVICE
JTPA	Program support for youth competencies and job placement assistance
Education	Certified personnel for curriculum development and delivery; research; program support
CBO's	Provide sites for support services, subsidized placements, tutoring, recreation, field trips, family activities, mediation
Business	Prime site for private sector job placements, mentoring, shadowing, job-site visits
Corporations	Funding support for subsidized work experience, school partnerships
Philanthropies	Last-dollar funding to cover administrative costs and fill in shortfalls, research

Identifying Program Design Options and Models

An excellent variety of program design models may be found in A Practitioner's Guide, Strategies, Programs, and Resources for Youth Employability Development, by Public/Private Ventures (1988 Revised Edition)

Structuring State Policies

Developing Adjustment Approaches. In A Fisherman's Guide (W.E. Upjohn Institute, 1981), an assessment of training and remediation strategies for the CETA system, Robert Taggart makes a strong case for a youth delivery system of the future that is based on "a sequence of short-duration services over the teen years as determined by individual needs and patterns of development". The JTPA systems must also be conscious of the fact that youth, especially at-risk youth, are not always best served by the one-time, one-program approach. Rather, at various intervals during the teen years, JPTA must be prepared to provide the varied and diverse program services that address the varied and diverse needs that are faced by at-risk youth in today's society. And JTPA must be willing to face the reality that such multi-dimensional

services will have to be delivered as part of a comprehensive multi-year program model.

Such a broad policy perspective demands that both the state and local levels accept program outcomes that are short-term and consecutive in nature, the building blocks, as it were, of a fully developed youth employability strategy. Such consecutive service mix outcomes could include:

- o A 14-15 year old whose sole need is academic remediation during the summer in order to remain in school.
- o A 16-17 year old for whom pregnancy counseling or substance abuse assessment is critical.
- o A 17-18 year old who requires only the 11 Core Employability Skills Competencies before going on to post secondary education.
- o An 18-21 year old who seeks job search assistance after completing a vocational school training program.
- o A 20-21 year old who is deficient in the 11 Core Employability Skills Competencies he/she initially received 4 or 5 years before.

Determining Incentive/Sanction Policies. The state's responsibility under JTPA for awarding incentive grants based on performance, makes it imperative that the performance system is used in such a way as to achieve an equitable and appropriate distribution of funds. At the time, the state's incentive system must assure that it does not discourage the costly, high-risk training and needed services for the at-risk youth population. This can best be accomplished by the use of local performance standards that encourage services to at-risk youth. Some examples would be:

- o To require service to a predetermined percentage of an SJTCC selected target youth group (e.g. welfare, teen parent, below 7th grade reading) as a part of the incentive system.
- o To develop a bonus system that awards additional incentive funds for creative and objective linkage/coordination with at-risk youth services agencies.
- o To establish a special set-aside of incentive funds to be used only for at-risk youth programs by those SDA's that qualify for other incentives under the performance system.

- o To build in sanctions that would reduce the amount of incentive funds earned under the performance system if certain minimum service levels for at-risk youth were not attained.

- o To include pre-determined at-risk youth characteristics as factors in a state-based terminee performance standard model as a means of sending the "right message" to local SDA's.

Structuring Local Policies/Practices

Local policies and practices to improve quality include:

Refine RFP Process. The local procurement process or Request for Proposals (RFP) offers the local SDA an excellent opportunity to encourage the training community to provide services to at-risk youth. This encouragement could be made part of the procurement process in the following ways:

- o Devoting a portion of the Bidder's Conference or Technical Assistance Session to an explanation of the local PIC/SDA policies and guidelines relating to at-risk youth programming.

- o Establishing a special set-aside or pool of at-risk youth program funds for competitive bid.

- o Including in the Scope of Work bid package, specifications targeted to at-risk youth.

- o Offering various cost increases in the unit price of bid services if the program is targeted or specifies a minimum percentage of at-risk youth.

- o Creating an RFP rating and review process that rewards at-risk youth programming and service levels.

Refine Contract Terms. The majority of SDA service provider contract agreements include certain performance requirements that enable the SDA to meet one or more of its performance standards. Rather than assigning the same performance criteria to all contractors regardless of service, the SDA can vary the performance levels of individual contractors to account for differences in service or the type of client served. Such contractor adjustments could include:

- o Varying the total expected costs of the contracted service according to participant characteristics (higher costs for service to an at-risk youth population).

- o Providing an incentive or bonus for performance beyond placement or termination goals (an additional payment if a specified rate is attained or surpassed).

- o Establishing contract-specific local performance standards as milestones for payment (a payment point for a teen parent placement rate).

- o Allowing additional funds to be made available to the contractor for additional service if initial service levels are attained by a certain early date.

- o Varying the total expected costs of the contracted service in the case of comprehensive or multi-year service alternatives.

- o Varying the distribution of payments across intermediate and final outcomes. (higher payment points for intermediate or final payments made for at-risk youth).

(Credit should be given to Ms. Carol DiLillo-Kenney of Youth Opportunities Unlimited (Y.O.U), Cleveland, Ohio for assistance in the area of defining at-risk youth)

OHIO PY 1989 PERFORMANCE STANDARD SELECTION

Lynn Brant
Ohio Bureau of Employment Services

For program year 1988, Ohio's Job Training Coordinating Council determined that it was too soon to implement the new follow-up performance standards. As a result, the remaining eight performance standards were used. The Council stipulated that for PY'89, the selection of performance standards would be revisited and one or more follow-up measures would be incorporated.

For program year 1989, Ohio will use ten of the twelve DOL performance standards. Youth Positive Termination Rate will be dropped because it is regarded as essentially duplicating Youth Entered Employment Rate and Youth Employability Enhancement Rate when combined. Additionally, Average Weeks Worked at Follow - up will not be used because it is essentially the same measure as Employment Rate at Follow-up. Also, the two cost standards are part of the incentive policy only in that they must be met for an SDA to be eligible for an award. This decision was made due to concern that over-emphasis on cost standards had created a disincentive for programs to target the hard-to-serve. These two standards are, therefore, zero-weighed in calculating the size of an SDAs incentive award.

The two state performance standards, Service to Welfare Recipients and System Building are retained for PY'89. Of all incentive monies earned, a minimum of 25% must be used by the SDA to serve hard-to-serve populations. The following pages present the performance standards recommendations adopted by the State Job Training Coordinating Council for PY 1989.

PY 1989 PERFORMANCE STANDARD OVERVIEW

The following recommendations were adopted by the State Job Training Coordinations Council for PY 1989.

A. Original Adult Standards

1. Entered Employment Rate
2. Cost per Entered Employment
3. Average Wage at Placement
4. Welfare Entered Employment Rate

These are the original DOL standards for adult terminees. JTP Ohio recommends retaining all four as part of the incentive policy.

B. Youth Standards

1. Youth Entered Employment Rate
2. Youth Positive Termination Rate
3. Youth Cost Per Positive Termination
4. Youth Employability Enhancement Rate

The first three are original DOL youth standards. Youth Employability Enhancement Rate was recently added and reflects youth competency terminations. Last year the council recommended dropping Youth Positive Termination Rate for PY'89 since Youth Entered Employment Rate and Youth Employment Enhancement Rate combined equal Youth Positive Termination Rate. JTP Ohio recommends dropping Youth Positive Termination Rate and retaining the other three as part of the incentive policy.

C. Follow-up Measures

1. Average Weekly Earnings
2. Follow-up Welfare Entered Employment Rate
3. Follow-up Employment Rate
4. Average Weeks Worked

These are the new standards based upon earnings and retention at the end of the thirteen week post-program follow-up period. Average Weeks Worked measures essentially the same thing as Average Weekly Earnings and DOL has indicated it may drop this standard. JTPA Ohio recommends that Average

Weeks Worked not be used but that the other three be part of the incentive policy.

D. JTPA Ohio further recommends that the two cost standards be part of the incentive policy in that they must be met for an SDA to be eligible for an award. There has been much concern in the system that over- emphasis of the cost standards creates a disincentive for programs to target the hard-to-serve. Accordingly, these two standards should be zero-weighed in calculating the size of an SDAs incentive award.

E. State Standards

JTPA Ohio recommends that the two state performance standards, Service to Welfare Recipients and Systems-Building, be retained for PY 1989.

JTP OHIO DIVISION
OBES
EXCELLENCE IN PARTNERSHIP
PY'88 SYSTEM BUILDING INCENTIVE AWARD CRITERIA

BACKGROUND

The PY'88 6% policy sets aside 20% of the 6% incentive funds available to SDAs which:

a. qualify for an award under DOL Performance Standards, and;

b. submit a report detailing significant accomplishments in the system-building area during PY'88.

When adopting this policy, the OJTCC expected the awards to be competitive and to make approximately ten awards. Since this represents a substantially larger amount of money for system building, the OJTCC expects that this will encourage PICs and SDAs to improve the quality of system building and the corresponding documentation.

These funds were set aside to recognize PICs/SDAs that exhibit excellence in serving as central advocates and managers of the local employment and training system.

GOAL

PICs/SDAs are challenged to develop a comprehensive, coordinated employment and training system at the SDA level. A comprehensive, coordinated system should:

- provide additional services to participants and/or employers;

- provide improved services to participants and/or employers, and/or;

- provide such services to more participants or employers through reduced duplication of services, more efficient use of resources, and/or more timely service.

PICs/SDAs that are chosen will be rewarded for quality and comprehensiveness of system building that is not just strong, but truly exceptional with one or more of the following categories of agencies:

1. OBES

2. Human Services

3. Economic Development

4. Education

The quality and comprehensiveness of the "system" will be evaluated. Therefore, PICs/SDAs will be evaluated based on one package that describes one system involving one or more of the above agencies.

General Guidelines

A System Building Advisory Committee, in conjunction with the Monitoring Committee, developed the following general guidelines for earning PY'88 system building incentive awards.

1. Earning incentive funds for exceeding DOL performance standards is a prerequisite for earning system building incentive funds.

2. Each PIC/SDA is limited to one submission. If system building involved more than one agency, the program description must comprehensively describe one system. If a PIC/SDA worked with more than one agency, but the efforts were unrelated and not coordinated, the PIC/SDA should submit the best example of quality system building.

3. The program description submitted for system building incentive awards must include evidence of the PIC's approval. A local screening and evaluation process to determine the best example of system building is encouraged.

4. Program descriptions submitted will be evaluated by a team of employment and training experts in a two-step evaluation. First the quality of system building will be evaluated from the program descriptions submitted. Then an on-site visit will be used to evaluate finalists.

5. All awards will be of equal dollar value. The exact number of awards will be based upon the quality of system building programs submitted. The amount of each award shall not exceed 16% of the funds set aside for system building. (In PY'88 this would equal $134,939 and would occur if less than 7 awards were made.) Any funds not awarded for system building shall be added to the funds set aside for exceeding DOL performance standards.

6. JTP Ohio shall offer training on the program description submission process.

7. Reviewer comments on strengths and weaknesses of PIC/SDA submissions will be made available to the PIC/SDA. In this way, the SDA will learn how to strengthen system building and/or program descriptions and documentation.

DOCUMENTATION REQUIREMENTS

PICs/SDAs which wish to be considered for these awards must submit one program description documenting system building accomplishments with one or more of the following categories of agencies: OBES, Human Services, Economic Development, and Education. The documentation should describe one coordinated employment and training system. A system which involves more than one category of agency, or more than one agency in any category, must be comprehensively described in one program description. Only one program description will be accepted per SDA. PICs are encouraged to have a local evaluation/screening process to ensure the best example of quality system building is submitted.

PICs should submit a cover page giving a general description of the program, plus a detailed program description which does not exceed 8 pages, typed on "8 1/2 X 11" paper (no reductions allowed). Supporting documentation should be attached, not to exceed 15 pages. Larger documents may be referenced and briefly described within the page limitations. The contents of the program description and documentation are, in general, up to the PIC/SDAs discretion. However, the following indicators should serve as the basis for the program description and documentation submitted. Any additional indicators which the PIC believes demonstrates the quality of system building should also be included. All program descriptions must present strong evidence and documentation of the indicators of quality system building. Documentation should support the quality indicators.

INDICATORS

Every PIC/SDA is encouraged to identify the particular strengths of its system building which make it unique and exceptional. However, in general there are several indicators of a quality coordinated system by which the PICs will be evaluated.

These include but are not limited to:

1. Significance/Importance

2. PIC Involvement/Central Advocacy Role

3. Coordinated Planning Process and Mutual Mission

4. Coordinated Service Delivery - A detailed, concurrent, and coordinated strategy for delivery of services.

5. Coordinated Use of Resources (Funds, Facilities, Staff, MIS, Other)

6. Communication

7. Coordinated Evaluation/Monitoring

8. Benefits to Participants/Employers

9. Continuity/Future Plans

10. Other

SELECTION PROCESS

Each PIC's submission will first be screened by staff to ensure that basic instructions were followed. Then the program description/documentation will be evaluated by a team of employment and training professionals. The evaluators will recommend a group of approximately 10 finalists and make on-site visits to finalists selected. Then the team will recommend award recipients to the Monitoring Committee of the OJTCC.

The quality of system building will be assessed using identical categories of criteria, based on the indicators listed above and any additional indicators which the PIC includes.

Evaluators will be asked to provide both a numerical and narrative assessment of each PICs system building. These assessments will be shared with the PIC after the competition.

JTPA 8% EDUCATIONAL SET-ASIDE PROGRAM YEAR 1988

POLICY OVERVIEW FOR ALLOCATION TO SERVICE DELIVERY AREAS

Approved By:

State Education Coordination and Grants Advisory Council	**October 1, 1987**
Ohio Job Training Coordinating Council Planning Committee	**November 4, 1987**
Ohio Job Training Coordinating Council	**November 5, 1987**

BACKGROUND

Section 123 of the Federal Job Training Partnership Act of 1982 established an eight percent set-aside for State Education Coordination and Grants to "be used by the Governor to provide financial assistance to any State education agency responsible for education and training--

(1) to provide services for eligible participants through cooperative agreements between such State education agency or agencies, administrative entities in service delivery areas in the State, and (where appropriate) local educational agencies; and

(2) to facilitate coordination of education and training services for eligible participants through such cooperative agreements."

Section 123 of the Act was amended in 1986--

"(3) to provide

(A) literacy training to youth and adults;
(B) dropout prevention and reenrollment services to youth, giving priority to youth who are at risk of becoming dropouts;
(C) a statewide school-to-work transition program operated in a manner consistent with Section 205(e); or
(D) any combination of the activities described in subparagraphs (A), (B), and (C) of this paragraph".

The Governor appointed a JTPA Education Coordination and Grants Advisory Council (SECGAC) in 1983 to administer the eight percent educational set-aside. The SECGAC is comprised of the Chancellor of the Ohio Board of Regents, the Superintendent of Public Instruction, the Administrator of the Ohio Bureau of Employment Services (or their designees), the Director of the Department of Development, the Director of the Office of Budget and Management (or their designees), one representative of the private sector to be nominated by the chair of the State Job Training Coordinating Council, one representative from the Ohio Employment and Training Administrators Association, and one representative from the office of the Governor. The SECGAC serves as the planning and policy body for the administration of the Education Coordination and Grants program, in concert with the guidelines established in federal law and in the Governor's Coordination and Special Services Plan. The State Department of Education serves as fiscal agent for the SECGAC and has had primary responsibility for administering the setaside at the direction of the Council.

PROGRAM YEAR 1988 STATE POLICY

Allocation of Funds to SDAs

During Program Year 1988, the 8% funds will be allocated in the following manner:

1. Eighty Percent (80%) of the (80%) of the eight percent funds will be used to support client training and/or special initiatives and will flow to the Service Delivery Areas by Title II allocation formula.

2. Up to 15% of each SDA's training allocation may be used for administrative costs.

Funds are allocated to the Service Delivery Areas to

- induce more joint planning and coordination between Private Industry Councils and local educational institutions

- improve data reporting through the automated information system.

I. Eight Percent Program Funds

Eighty Percent program funds will be used as follows:

A. 80% of 80% - Formula Allocation to SDAs

1. Client Priorities

a. Both youth and adults are eligible, however, SDA plans which include services to youth will only be approved under the following two conditions:

1) PY '86 40% expenditure for Title II-A is according to plan

OR

2) a state approved school-to-work transition program (JOG) is offered.

The intent of the state is not to supplant Title II-A 78% youth funds thus no more than 25% of the total SDA 8% allocation may be expended for youth programs.

b. Priority shall be given to hard-to-serve clients and to heads of households--these clients are particularly in need of the flexibility available in the 8%, namely, ready availability of less-than-class buy-ins, shorter waiting periods, and expanded support services.

c. Not less than seventy-five percent of the funds allocated must be expended for activities for the economically disadvantaged. [Section 123(c)(3)] The criteria for identifying non-economically disadvantaged individuals as established under Title II-A is applicable. [Section 203.(a)(2)]

2. Allowable Activities

a. Long-term Training

Long-term training (adults only) is defined as 9 months in duration or longer and may include 9 and 12 month vocational education programs (900 clock hours minimum), technical and community college certificate programs (three academic quarters minimum), and technical and community college associate degree programs. These programs may include a developmental or remedial component for 8% clients who will continue into training. Coordination is encouraged in long-term programs to allow JTPA funds to provide initial access to the program while using state and federal student assistance (e.g., Ohio Instructional Grants, Pell Grants) funds to supplement later participation in the programs. The following conditions apply to long-term training:

1) Classroom occupational skill training only--precludes on-the-job training programs.

2) Less-than-class size training--primary use of 8% funds for less-than-class buy-ins gives greater flexibility to the SDAs, promotes use of a wider range of educational institutions, and prevents development of new 8% classes which may duplicate existing classes. Service Delivery Areas may contract for class-size programs which already exist in the SDA.

3) Programs at public educational institutions only.

4) Support services up to 40% of the SDA's training allocation for clients in 8% programs.

b. Special Initiatives

Service Delivery Areas will spend no more than 25% of their allocation on one or more of the following:

- Literacy training programs (youth or adults) which address the basic skills of math, reading, writing, and language. Adult literacy programs should be in conjunction with an individualized plan to obtain unsubsidized employment.

- School-to-work transition programs (youth only) designed to assist 12th grade students secure employment immediately after graduation and improve their ability to retain employment. Programs will be comprised of instruction including, but not limited to, career planning and decision making, job search and job interviewing, job holding and keeping skills, basic academic skills, leadership and personal development skills, and personal survival skills. Programs must be part of a statewide school-to-work program (JOG) and be approved by the Ohio Department of Education.

- Drop-out prevention programs (youth only) serving 7th to 12th grade students who may be "at risk" or at a disadvantage because of such factors as social or economic status. Programs may be comprised of early identification and intervention instructional services including, but not limited to, guidance and counseling services, development of individualized education plans, follow-up and follow-through systems, individualized instruction, vocational education, remedial education, employability skills, and career and postsecondary exploration.

The following conditions apply to special initiative programs:

1) Students at public and parochial schools may be served. Community based organizations, in addition to educational institutions, may be service providers as agreed upon with the local public education agencies.

2) Support services up to 40% of the SDA's training allocation for clients in 8% programs.

Note: No more than 25% of the total SDA 8% allocation may be expended for special initiatives. To utilize this option for youth, conditions under section 1-a must be met.

3. Performance Standards

The performance standards will be determined by SECGAC with positive competencies being the chief measure of success. Performance in the 8% programs will not be considered when determining awards for the 6% incentive funds.

4. Match

The SECGAC has developed a policy for the 8% matching requirement which includes training, support, and administrative costs.

5. SDA/Educational Institution Agreement

Each SDA will jointly develop a written agreement with the educational institution that are potential service providers under the 8% program. This agreement will describe relative roles and responsibilities for the following:

- Title II-A concurrent enrollment
- client-eligibility determination
- recruitment
- intake
- assessment
- selection
- support services
- pre-training
- training
- client tracking and follow-up
- data reporting
- placement
- match

Concurrence on the plan will be indicated by the signature of a representative from each involved educational institution, and of the SDA administrative entity. The document will become the basis for contract development. A composite of these agreements will form part of the subgrant agreement between the SDA and ODE which will be submitted to the SECGAC's 8% administrative unit for review and recommendation to the SECGAC for approval.

6. Technical Assistance

SECGAC has developed a technical assistance plan for the provision of services. Technical assistance, as specified by the Ohio Department of Education will be made available to SDAs and to educational institutions for aid in the development of the joint agreement and on-going coordination purposes.

7. Monitoring and Evaluation

SECGAC has developed a monitoring and evaluation plan consistent with the JTPA "Federal Compliance Review Guide" for the provision of that service. Evaluation reports will be given to SECGAC quarterly and will address client characteristics, flow of funds, program outcomes, coordination issues, etc. A thorough evaluation will be made at the end of the program year.

EXCERPTS FROM
THE OHIO LMI SYSTEM
USER'S GUIDE

The LMI System

User's Guide

USERS GUIDE

ACKNOWLEDGEMENTS

The LMI System represents a major new step in the continuing effort of the Labor Market Information Division to serve the information needs of the Job Training Partnership Act program in Ohio. The LMI System provides easy access to up-to-date information on the labor force, industries, occupations, and training resources in each of Ohio's Service Delivery Areas. It also provides access to the Ohio Career Information System, which gives narrative information on job content, training requirements, related aptitudes and interests, and information on specific training programs and institutions.

The LMI System is the result of the support and efforts of a number of individuals and agencies, listed below. The LMI Division is grateful for their assistance.

The JTP-Ohio Division of the Ohio Bureau of Employment Services, Margerite Turnbull, Acting Administrator, for providing funding for development of the system.

The Division of Data Processing, Ohio Bureau of Employment Services, Merrill Baumgardner, Director, for technical guidance, preparation of data files, and assistance with hardware issues and implementation.

The Ohio Department of Education, Division of Vocational Education, particularly Dr. Jim Pinchak and Marvin Philpott, for data files and assistance in software development.

The Ohio Occupational Information Coordinating Committee and Mark Schaff for development of the occupation/program clusters, and for providing data files and assistance in software development.

Price Waterhouse, Inc., particularly Jim Volpe, Myron Logan, Dan Detterman, and Bryan Corson, and ComTech Systems, Inc., for software development.

The members of the System Work Group, for assistance in system design and planning for system training: Steve Pyles, SDA 10; Dave Fretz, SDA 22; Pat Brunner, SDA 4/5; K. C. Nash, SDA 11; Dr. Jim Pinchak, Ohio Department of Education; Josephine Goode, Employment Service Division, Ohio Bureau of Employment Services; Jim Hyndman, Data Processing Division, Ohio Bureau of Employment Services; Lynn Brant, JTP-Ohio, Ohio Bureau of Employment Services; and Mark Schaff, Supervisor, Ohio Occupational Information Coordinating Committee.

The National Occupational Information Coordinating Committee (NOICC), for providing the national crosswalk file and for technical guidance.

The Utah Department of Employment Security, the Interstate Conference of Employment Security Agencies, and NOICC, for providing the Microcomputer Matrix System software which made the production of occupational projections possible.

USERS GUIDE

ACKNOWLEDGEMENTS

A number of sections of the LMI Division contributed to the development and implementation of The LMI System. Individuals with major assignments included:

Roger Fleming, Assistant Director, for day-to-day monitoring of the system's development and implementation.

The User Services section, Jim Adams, Chief, for assistance in preparing occupation/program clusters and in system design; Dan Meaney, for assistance in system design and technical assistance to the software development contractors; and Betsey Fettman and William Karvois for preparation of the *User's Guide*. Typesetting was done by Diana Booth, Public Information Office.

Operations Reports section, Ray Finley, Chief, for preparation of unemployment compensation and job service information files.

Labor Market Reports section, Brian Baker, Chief, for preparation of labor force files.

Larry Less, Projections Coordinator, for preparation of industry and occupational projections files. Larry was assisted by the Occupational Information section, Rick Greene, Chief, and Margot Geyer; and the Administrative Industry Statistics section, Bob Colton, Chief, and Bob Stark.

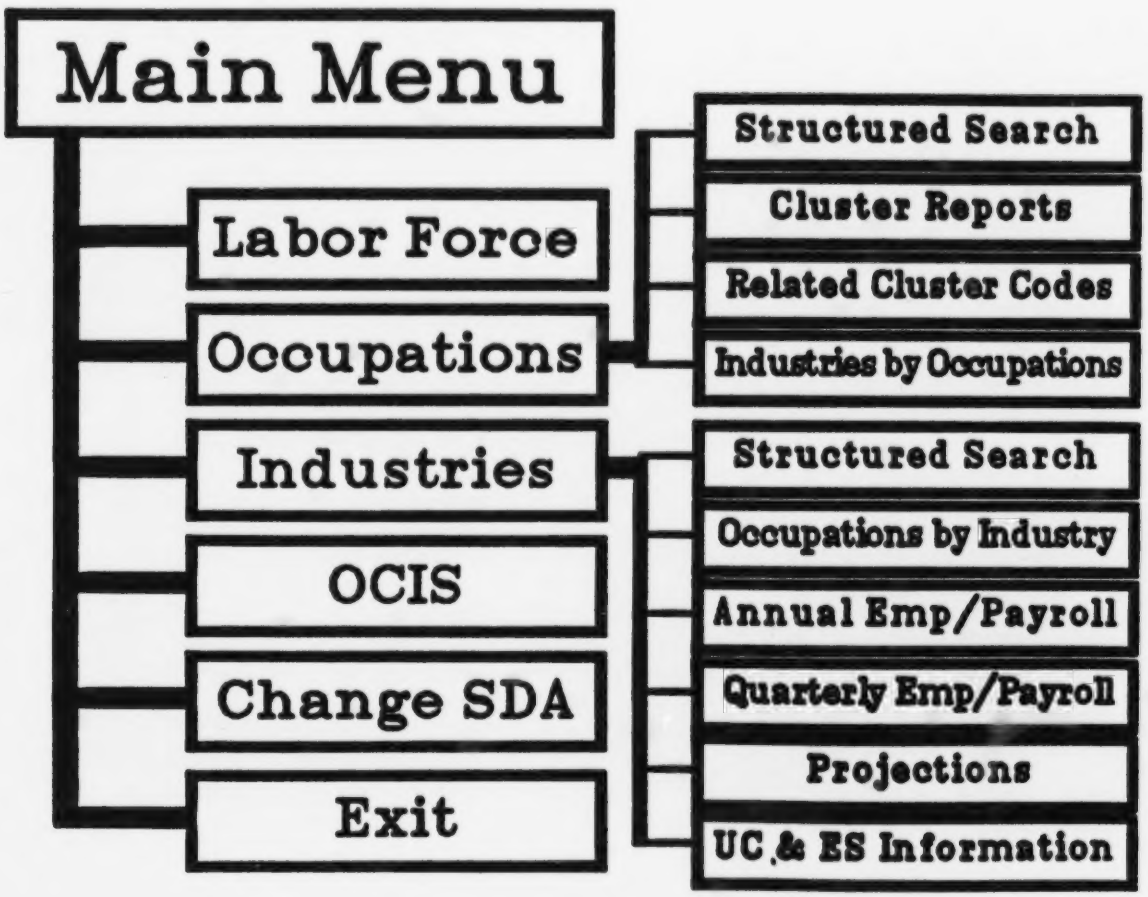
Comments and suggestions on The LMI System and on the User's Guide are welcome and should be addressed to the Division at 145 South Front Street, P.O. Box 1618, Columbus, Ohio 43216.

Dixie Sommers, Director
Labor Market Information Division
Ohio Bureau of Employment Services

MENU OVERVIEW

A MODEL OF THE LMI SYSTEM

This abstract model demonstrates, in an abbreviated manner, the many menu options and reports that are contained within The LMI System.



LABOR FORCE

LABOR FORCE ANALYSIS

This unit introduces The LMI System labor force reports. The LMI System contains one labor force report for each Service Delivery Area (SDA) and one for the state. The unit is organized so that the following page presents the system abstract, highlighted to indicate where the labor force report is located in the system. The second portion explains the access strategy for the labor force report, and the third portion presents an example printout and report description. The final portion offers an explanation of the data sources for the labor force reports.

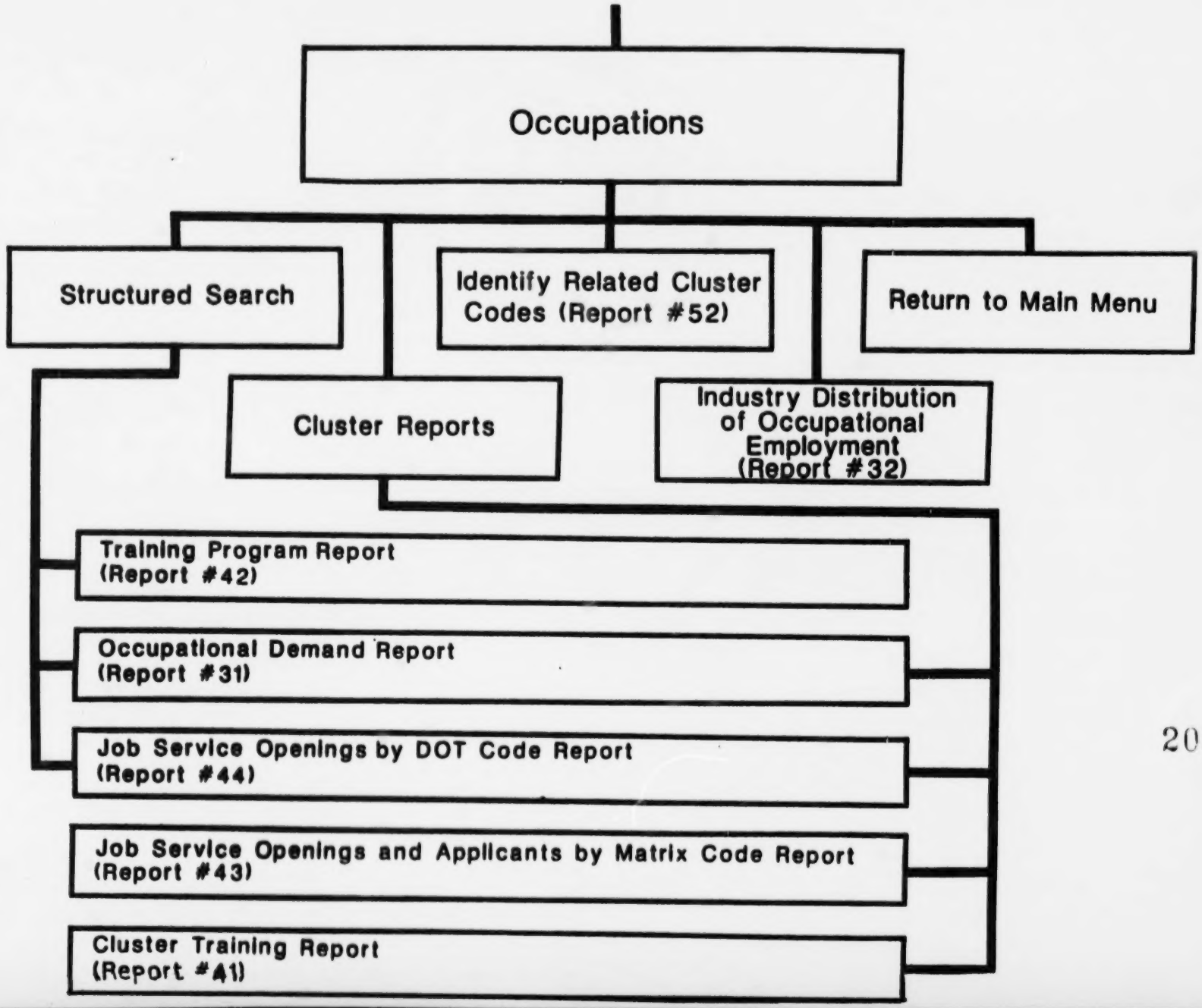
IV OCCUPATIONS

OCCUPATIONAL ANALYSIS

This section introduces The LMI System occupational reports. The occupational reports include demand reports and training reports, as well as cluster identification reports.

Most occupational reports in The LMI System use clusters to display information. Clusters are groupings of occupational and training program categories which relate jobs and training activities. This method allows for ease of analysis, since one training program may be related to several occupations, and vice versa. If you are not sure which cluster you need to use, but know an occupation or training program code, you may use the cluster identification reports. Also, cluster, occupation and training program codes are listed in the Appendices of this *User's Guide*.

This unit is organized so that the following page presents the system abstract, highlighted to indicate where the occupational reports are located in The LMI System. The second part explains the access strategies available for the occupational reports, followed by an example printout and report description. The final part of the unit offers an explanation of the data sources for the occupational reports.

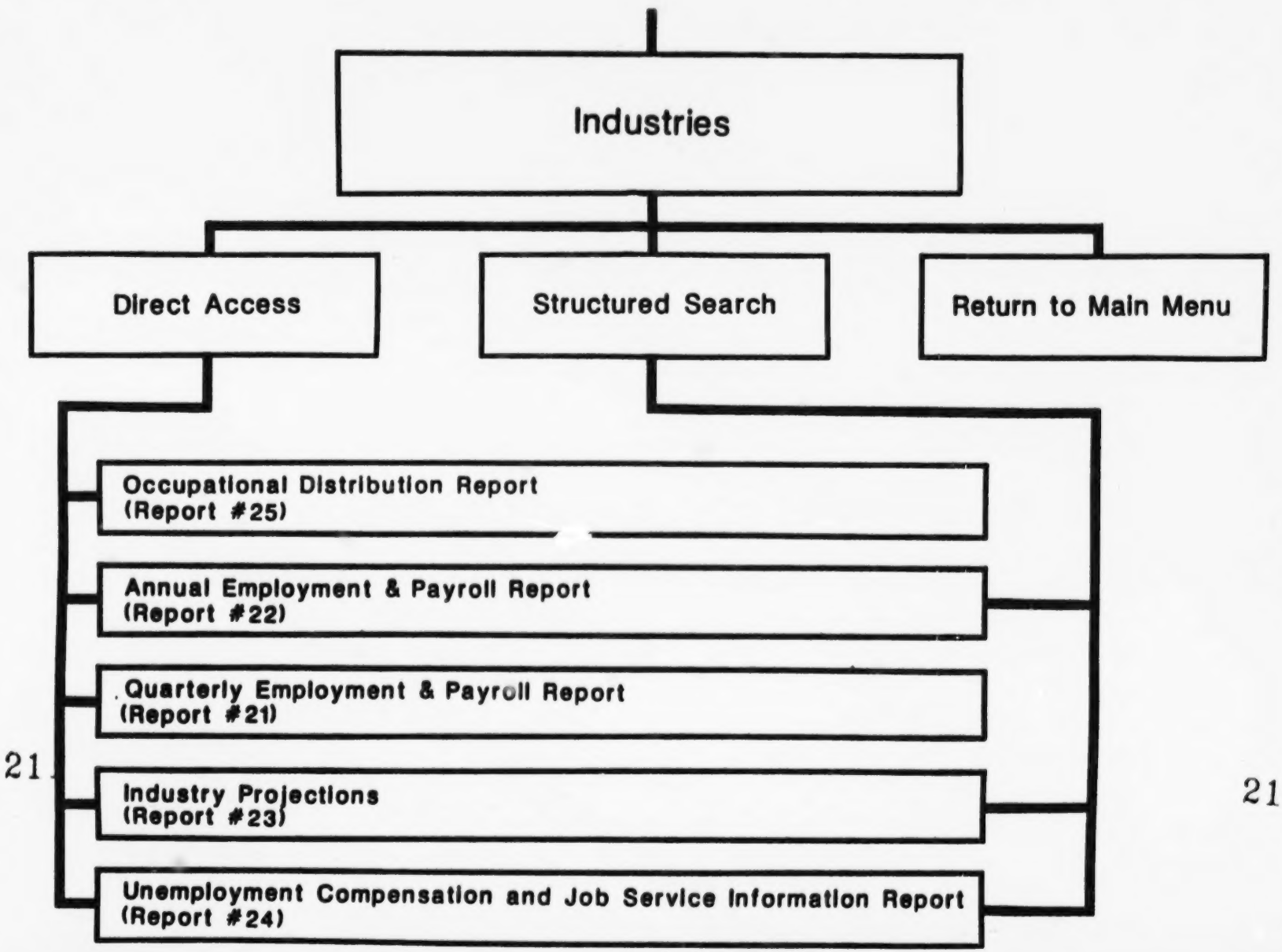

Occupations
Structured Search
Identify Related Cluster Codes (Report #52)
Return to Main Menu
Cluster Reports
Industry Distribution of Occupational Employment (Report #32)
Training Program Report (Report #42)
Occupational Demand Report (Report #31)
Job Service Openings by DOT Code Report (Report #44)
Job Service Openings and Applicants by Matrix Code Report (Report #43)
Cluster Training Report (Report #41)

V INDUSTRIES

INDUSTRY ANALYSIS

This section introduces The LMI System industry reports. The industry reports include Unemployment Compensation and Job Service information, historical employment and earnings data, estimated and projected employment reports, and occupational distribution of industry employment.

This unit is organized so that the following page presents the system abstract, highlighted to indicate where the industry file is located in The LMI System. The second part explains the access strategies available for the industry reports, followed by an example printout and report description. The final part of the unit offers an explanation of the data sources for the industry reports.


Industries
Direct Access
Structured Search
Return to Main Menu
Occupational Distribution Report
(Report #25)
Annual Employment & Payroll Report
(Report #22)
Quarterly Employment & Payroll Report
(Report #21)
Industry Projections
(Report #23)
Unemployment Compensation and Job Service Information Report
(Report #24)

VI OHIO CAREER INFORMATION SYSTEM

The Ohio Career Information System (OCIS) can be accessed by selecting Option 4 on the Main Menu. OCIS is a computer-based guidance information system maintained by the Ohio Department of Education and designed to provide national, state and local data regarding occupations, educational training programs and financial aid.

Files available through the OCIS include:

SUPER OCCUPATIONAL FILE - Contains information concerning over 1,030 occupations that represent the workforce nationwide, as well as Ohio information for select occupations representative of the majority of Ohio workers.

ARMED SERVICES OCCUPATIONS FILE - Provides information concerning more than 200 occupations in the armed services.

TWO-YEAR COLLEGE FILE - Contains information concerning over 1,750 two-year colleges and technical institutions nationwide.

FOUR-YEAR COLLEGE FILE - Contains information concerning over 1,710 colleges and universities nationwide.

GRADUATE SCHOOL INFORMATION FILE - Contains information concerning over 1,520 graduate school programs nationwide.

NATIONAL FINANCIAL AID INFORMATION FILE - Contains information regarding over 580 sources of national scholarships and financial aid programs.

INTEREST INVENTORY SCORE ENTRY - Allows individuals to enter scores derived from a variety of interest inventories in order to determine a list of related occupations.

CAREER DECISION MAKING - Allows individuals to respond to an on-line interest inventory and to determine a list of related occupations.

OHIO VOCATIONAL SCHOOL FILE - Contains information about state-assisted secondary vocational education programs in Ohio.

OHIO PROPRIETARY SCHOOL FILE - Contains information regarding over 360 private, post-secondary schools throughout Ohio.

OHIO HEALTH RELATED INFORMATION FILE - Contains information concerning schools offering nursing and health technology programs in Ohio.

OHIO WORLD OF WORK - Contains hundreds of activities for infusing career education into the classroom.

VI OHIO CAREER INFORMATION SYSTEM

OHIO FINANCIAL AID FILE - Provides information on scholarships and financial aid programs specific to Ohio.

OHIO ENTREPRENEURSHIP FILE - Provides resource information concerning approximately 700 Ohio organizations and programs that offer local entrepreneurship education, training and assistance services.

For additional information regarding the OCIS files, please refer to the *OCIS Users' Manuals*.

WISCONSIN

- Working Together for At Risk Youth
- The Wisconsin Approach to Collaboration
- Strategies That Work: JTPA 8% in Wisconsin
- Children At Risk Legislation
- Progression of Services Model
- JTPA Coordination Criteria and Objectives
- Goals and Activities for PY'88-89 8% Program
- Department of Public Instruction: PY'88-89 8% Job Training Plan
- Completion Codes for DPI 8% In-School Youth Programs

WORKING TOGETHER FOR AT RISK YOUTH

Joyce Hawthorne
Wisconsin Department of Industry, Labor
and Human Relations
Wayne Sherry
Wisconsin Department of Public Instruction

Many federal and state programs which provide funding for services to at risk youth encourage or mandate "coordination" with other programs in order to reduce duplication and maximize available resources. As application deadlines approach, a flurry of coordination agreements are signed and local councils are asked to review and bless proposal applications to demonstrate local coordination to state and federal funding sources.

On a realistic level, however, day to day coordination between organizations or programs is often sporadic and limited to participant referrals or representation on boards and committees. Joint planning of program services by multiple agencies is rare. As a result, youth are offered a confusing array of services and little guidance as to how best to use these services. Their point of entry into this "system" is usually determined by their greatest need at the moment. They may enter through the JTPA system, the welfare system or the education system. It is not unusual for youth to be involved with all three systems simultaneously with no knowledge by agency staff of what needs each system is addressing. As such, there is no "system" for identifying and meeting the multiple needs of at risk youth in most communities. This lack of organization can alienate youth from the very services we are trying to provide and can result in their receiving a fraction of the services they need through agencies unintentionally working at cross purposes.

With a national and state emphasis on welfare and education reform, the employment and training system is no longer the only system addressing employability needs of at risk youth. There is increasing recognition in all fields of the need for basic education skills, high school credentials, and employability skills for at risk youth if they are to be successful participants in the labor force. Working together becomes more important as each system realizes it cannot address all of these needs alone with its limited resources.

Common Barriers To Coordination

"Coordination is difficult, time-consuming, but absolutely necessary."
Erik Payne Butler, Brandeis University

Barriers often cited to justify a lack of coordination between the employment and training, education and welfare system include the following list developed by youth practitioners in Milwaukee, Wisconsin.

- o A symptom specific approach rather than a holistic approach to resolving youth problems.
- o A lack of common goals, values and assumptions.
- o Lack of agreement on measures of success for youth.
- o Turf protection and competition for credit for program outcomes.
- o Failure to take ownership for coordination among agency staff and lack of incentives for initiating coordination.
- o Lack of knowledge about other programs and resources and lack of understanding of organizational structures.
- o Problems with confidentiality and access to information about youth.
- o Personnel resources which are under funded and understaffed.
- o Lack of collaboration within an organization.
- o Conflicts in state and federal legislation resulting in conflicting administrative requirements.
- o Lack of a common data base about youth being served.

Resolving these issues can be difficult and time-consuming but it is absolutely necessary for agency staff to work together to develop practical solutions if the needs of at risk youth are to be met.

Key Elements of Good Coordination

Coordination: An unnatural act between non-consenting adults.

Convincing staff from different agencies to work together can best be achieved by stressing a common goal - it is in the best interest of the child. Most people working in agencies/programs which serve at risk youth are there because of a sincere interest in helping kids. Coordination for coordination's sake or in response to a federal mandate, doesn't motivate anyone to make a sincere effort. But when the benefits to the youth are clearly outlined, it is difficult to refuse an invitation to work together. A child focused effort will be the first step toward breaking down the barriers which

prevent coordination.

Identifying a common goal which unites the interests of all agencies and staff involved is a very important element in the collaboration process. It provides the foundation and the guiding principle for all of the work as well as the incentive to continue when confronted with difficulties and frustrations.

There are other elements which are necessary ingredients for meaningful collaboration.

All partners from the major sectors in the community need to be invited and encouraged to participate. This includes employment and training organizations (JTPA and others), K-12 education, post-secondary education, and county/regional social or human service agencies. If it is a local effort (county-wide or smaller) it may be appropriate to include community based organizations, juvenile justice representatives, local businesses, and any other groups or organizations which provide services to youth. Some caution must be exercised to prevent the group from becoming too large to be practical.

All partners must come to the table as equals. Presumption of power because of funding or political position will interfere with the collaborative process and will prevent the development of trust between group members.

One agency needs to serve as the "broker" or facilitator to initiate the process and sustain it by arranging the meetings, developing the agendas, etc. This leadership may be arbitrarily decided at the beginning or it may evolve as the group develops. No one system is automatically the natural leader in a youth coordination effort and competition for leadership will only serve to detract from the purpose of the group.

All partners must stand to benefit from the collaborative effort. Every agency has its priorities and they must be met to some degree or the incentive to continue will diminish.

While line staff or middle managers may initiate and carry out the effort, a commitment to collaboration needs to be developed throughout each agency so that political agendas do not interfere with the collaborative process. While the lack of top level commitment should not prevent staff from initiating interagency communication to whatever degree possible, an initiative which is continually sabotaged by top management will only discourage staff and further justify a lack of coordination in the future.

Coordination is an ongoing process which will require sustained effort on the part of all participants. A coordination effort which is not focused and relevant

to everyone's needs will quickly lose the interest of busy people. However, staff should recognize that both agencies and people are resistant to change and that patience and perseverance are needed to realize the long-term benefits of coordination. Starting a collaborative effort is similar to starting a business partnership - the first few years are the most difficult and profits will not be realized right away.

People who know and respect one another are more willing to work together than those who do not. It is far easier to blame the other system for the problems youth are experiencing than it is to work together to solve the problems our respective systems have created. It is also easier to place blame on the anonymous "them" than on people you know and respect. Any collaboration effort should provide staff with the opportunity to learn about one another's jobs and foster a friendly, positive working relationship. Personality clashes inhibit local coordination and often these are the result of impersonal, unfriendly encounters based on erroneous assumptions about each other's priorities or intentions.

It is important to focus on common interests, not on differences. Turf issues must be addressed, but cannot be allowed to become the focus of the group's efforts. Each meeting should achieve at least one positive step forward, however small, to avoid the deadening effect of a "that won't work because . . ." attitude. Too many coordination efforts fail because participants cannot see past the barriers and become discouraged. As stated earlier, a constant focus on what is in the best interest of the child will keep the turf issues and other barriers in perspective and will force agencies to look beyond their own needs.

Whether a collaborative effort is undertaken at the local or state level, recognizing these key elements will help ensure that the process is fair and productive. The responsibility for initiating coordination lies with any agency within any system with a sincere interest in improving or expanding services to at risk youth. For an example of how one state applied this process, see the following paper on the "Wisconsin Approach to Collaboration".

THE WISCONSIN APPROACH TO COLLABORATION

Joyce Hawthorne
Wisconsin Department of Industry, Labor
and Human Relations
Wayne Sherry
Wisconsin Department of Public Instruction

Coordination of youth services may evolve in a number of ways and at different levels throughout a state. In Wisconsin, a state level team representing JTPA, K-12 education and health and social services have undertaken a leadership role in promoting coordination of services provided to at risk youth at the local level. The state team believes that policy and state level coordination are important tools to encourage local coordination, but without a strong technical assistance component, implementation of state coordination policies will not be realized.

The team organized four training workshops in the fall of 1988 to provide information and assistance to local youth practitioners on effective strategies for serving at risk youth and strategies for coordinating those services. Each JTPA service delivery area was asked to invite a team of representatives from county social services, local K-12 schools and Cooperative Education Service Agencies representing secondary schools and vocational technical colleges to the workshops. For two days the local teams, under the guidance of the state team, worked together to develop an action plan for improving services to at risk youth in their area. A very structured process using presentations and group exercises was followed to achieve the following workshop objectives:

- To provide participants with opportunities to become acquainted with each agency's role and responsibilities for youth services.
- To provide information about effective program strategies for at risk youth.
- To develop a method to jointly plan programs and services.
- To define the role of each agency in a coordinated service delivery system.
- To develop a plan of action for implementing joint planning and model program strategies.

Key Steps in the Collaboration Process

The state team led the local groups through the following process to complete their action plans.

Who is at Risk? An important step in coordination is to develop a common language between social services, schools and JTPA. Each system has its own language to identify who is at risk or most in need of services. Social services will identify youth from dysfunctional families; education will identify youth who are failing school; JTPA will identify youth without basic work skills who are at risk of unemployment. Without an understanding of each other's language, it is difficult for an interagency group to develop a coordinated system of services.

After being provided with information about the changing labor market and demographic conditions of the at risk youth population, each team was asked to develop a common definition of at risk youth. Participants were asked to determine what the youth were at risk of and how they could be identified. They were informed that they could limit their definition to the state definition, choose characteristics from a list provided to them, or develop their own definition which would reflect the specific youth in their community.

The definitions developed by all seventeen groups fell within two categories: a broad definition identifying youth at risk as any youth who is at risk of school failure, long term unemployment and/or welfare dependency OR a definition based on the characteristics of youth (e.g. school dropouts, teen parents, delinquent, behind in school credit/basic skills, etc.). Many groups which started with the "laundry list" approach switched to a more generic definition to avoid leaving anyone out. One group developed a generic definition and included a number of "indicators" which specified characteristics or conditions which placed youth in an at risk category.

In all groups, the definition encompassed the priorities of each sector represented. It was apparent that a definition of at risk youth which is narrowly defined within one sector will make it difficult to solicit the participation of other sectors in a collaborative effort to resolve the problems. As stated earlier, "all partners must stand to benefit from the collaborative effort." If, in the process of defining at risk youth, one partner believes their priorities are not being recognized, an artificial barrier has been created which will inhibit the entire effort. Given that one of the barriers to coordination is a symptom specific rather than a holistic approach, it makes sense to define at risk youth in a broad context which will elicit support from education, social services and employment and training so that a holistic approach to addressing their needs can be developed.

What is Their Goal? When the groups had developed a working definition of at risk youth, they were asked to identify a goal and several outcomes for those youth. Most of the groups developed a broad goal such as to "enable youth to be functionally independent adults" or to "be productive citizens of the community." Specific objectives

included attaining a high school diploma or equivalent, attaining pre-employment skills, preventing teen pregnancies, treating drug/alcohol abuse, improving basic literacy skills, etc. One group included "good teeth and nice smile", which, although done in jest, does lead one to wonder if we sometimes have the unrealistic goal of turning at risk youth into "perfect" kids rather than just normal kids with normal problems!

Establishing a common goal helps everyone understand what the desired outcome is for these youth so that all services are provided specifically to accomplish this goal. This reinforces the development of a common language and allows coordination of services around a central outcome.

What Do They Need? Once the group to be served was identified and outcome goals and objectives were established, the teams were asked to identify the following:

- What services/training/education was needed for youth to achieve these outcomes.
- What services/training/education was currently available in the community which could be utilized (i.e. a resource inventory).
- What new services/programs were needed which were not currently available.

This exercise resulted in the discovery of many services/programs available in the community of which group members were unaware. After each sector had contributed its resources to the list, an impressive inventory evolved. Group members were encouraged to include names and phone numbers with each program on the chart so that future contracts could be made. Many team members believed this was the most valuable part of the training and it has since resulted in many new networks and alliances being established.

What Needs to Change? The teams were asked to identify why it would be difficult to coordinate the services on their resource inventory. The list of barriers cited earlier is an example of the barriers identified by the teams. Each team was then asked to propose strategies, for overcoming the barriers. The stategies they developed ranged from holding regular interagency staff meetings to joint proposal writing to establishing a common data base among agencies to developing a case management system to ensure that no youth fell through the cracks.

The teams were then asked to identify the policies, programs, or practices which needed to change (either local, state and/or federal) in order to implement the strategies. They were also asked to specify who needed to be involved to initiate the changes. By this point, many groups were feeling enthusiastic and creative about how to implement some of their ideas, but overwhelmed by the amount of work to be done.

The state team suggested that at this point they focus on one program or issue which was important to all team member; for example, implementing Wisconsin's new Learnfare program designed to keep AFDC students in school, or the Children At Risk program, designed to keep at risk youth from dropping out of school. Both programs require coordination with other community agencies.

How Will it Happen? As the final stage of the action plan, teams were asked to outline the steps needed to implement the changes (who needed to be contacted, letters to be written, meetings to organize, etc.) and the responsibilities of each team member relative to the needed activities. Their last task was to establish the date and location of their next meeting.

This last step is very important to bring closure to the planning process and to commit participants to following through on the activities. Accountability to the group for follow-up actions provides an incentive to team member to take the time and make the effort to put their ideas into action. Without it, no one feels responsible for resolving the problems and the coordination effort is written off as a frustrating waste of time.

The process described above can be used to begin a broad collaborative effort or it can be applied to a specific issue by an existing group. However it is used, the key steps to a realistic action plan are:

A. Define the issue or problem so that everyone understands what is being discussed.

B. Identify the goal/outcomes to be achieved.

C. Identify the activities/services needed to accomplish the goal.

D. Identify existing resources and new resources needed.

E. Identify the barriers to coordinating the services and strategies to overcome them.

F. Identify what needs to change and who needs to be involved.

G. Develop action steps to initiate the changes.

H. Close the meeting with the responsibilities of each member clearly outlined.

While the long term benefits of this coordination effort in Wisconsin remain to be seen, the short term benefits of the training in initiating local coordination and

fostering new partnerships is apparent. Follow-up meetings will be held with the teams in the spring to review the status of their local efforts and provide them with further guidance.

For more information, contact Joyce Hawthorne at the Department of Industry, Labor and Human Relations, (608) 267-7210 or Wayne Sherry at the Department of Public Instruction, (608) 267-9166.

STRATEGIES THAT WORK: JTPA 8% IN WISCONSIN

Wayne Sherry
Wisconsin Department of Public Instruction
Joyce Hawthorne
Wisconsin Department of Industry, Labor and Human Relations

The Wisconsin Department of Public Instruction (WDPI) receives a grant from the Wisconsin Department of Industry, Labor and Human Relations, Division for Employment and Training Policy to administer one-half (about four cents of every dollar of the state's allocation) of the 8% set aside funds under Section 123 of the Job Training Partnership Act (JTPA). This section, entitled "Education Coordination Grants," was set aside by Congress, in an employment and training act (JTPA), to foster closer working relationships between education and the employment and training system. If JTPA is truly going to be an "investment in human capital," then education at the state and local level must be active participants in the JTPA and full partners in the employment and training system.

The WDPI, in cooperation with local school districts, uses these funds to provide programs for youth who are at-risk of dropping out of high school. These funded programs act as a catalyst to bring about institutional change in how local school districts provide services to at-risk youth. It is the WDPI's intent to support local school districts in meeting the needs of economically and educationally disadvantaged youth. To do this, JTPA funds are used to design programs to raise the employability skills of JTPA-eligible youth, to keep them in school and earning credit towards graduation, and to motivate them so they change their attitudes and improve their self-image. At the same time, the JTPA grant to a local school district must serve as a "catalyst for change" in that district to change curriculum, program design and teacher/administrator/school board attitudes towards serving children at risk of not completing high school and being chronically unemployed.

Wisconsin's implementation of 8% grants is considered to be one of the more effective approaches used in the nation. There are a number of reasons which point to Wisconsin's success:

- JTPA 8% (at WDPI) has been used as a catalyst for change. Involvement in this program was the "seed" that promoted Wisconsin's Children-At-Risk legislation through the State Superintendent's Office. The Children At-Risk legislation requires every K-12 school district to develop a local plan for serving at-risk youth within that district. Youth must be identified, assessed and provided a program that meets their individual needs.

- The employment concepts of JTPA were incorporated into a state initiative called Education for Employment in which all K-12 school districts must participate. Education for Employment (Wisconsin Act 75) addresses the future employability for all youth (K-12). This concept was an outgrowth of a three-year research project that represented a private/public sector partnership between the Parker Pen Foundation and the WDPI. Education for Employment

requires school districts to incorporate the following components into a student's educational program: (1) integration of basic skills into all curriculum areas; (2) a school-supervised work experience; (3) pre-employment and work maturity skills training; (4) career awareness and planning and guidance and counseling; (5) partnerships with business and industry; (6) the individual's role in economics and the work place; and (7) vocational education training. The WDPI requires that each youth in a JTPA 8%-funded program be provided these seven components through an individualized education and employment training plan (IEEP).

- Of the 383 school districts with high schools in Wisconsin, 350 participate in JTPA either through 8% projects or 78% projects through the local Service Delivery Area (SDA) or both.

- One hundred percent (100%) of the SDAs in Wisconsin fund in-school programs for youth with their title IIA 78% JTPA dollars.

- For the 1988-89 program year, the WDPI has an 8% allocation of $1,015,596. This money funds 23 JTPA projects located throughout Wisconsin and serves 1,550 very high-risk students. These projects are correlated with 15 of Wisconsin's 17 SDAs. One hundred fifty-five (155) local school districts are involved.

- Wisconsin has state legislation that requires at least 50% of all 8% dollars be spent on the most in need. This is defined in statute as those youth who are at least one year behind age mates in acquisition of credits towards graduation or have dropped out of school.

- Wisconsin has required the inclusion of a basic skills/remediation component in 8% projects since the beginning of JTPA.

- Wisconsin does not impose the Title IIA formula for distribution of funds and performance standards on the 8% setaside. The WDPI uses a Request for Proposal (RFP) that identifies funding priorities and directs the use of the funds. WDPI will fund approvable projects only from Local Education Agencies (LEAs) K-12, and Cooperative Educational Service Agencies (CESAs). These agencies may subcontract for services as needed from other service providers such as adult vocational, technical colleges, universities, private industry, community based organizations, etc. A joint agreement with the local SDA where the project will operate is required and the project must be coordinated with the local SDA's youth plan. Thus, the WDPI's JTPA 8% projects involve partnerships among the state SDAs, CESAs, many local businesses, and more

than a third of the state's 431 local school districts.

The WDPI has six basic goals for the 8% education coordination grant dollars for program years 88-89. They are as follows:

1. To keep economically disadvantaged youth in school and earn a diploma.

2. To increase the consciousness of secondary schools and Private Industry Councils (PICs) relative to their need to serve at-risk youth -- which includes economically disadvantaged youth.

3. To have secondary schools become effective service providers of JTPA programs. This is essential in that many school districts are not accustomed to performance based programming geared to "employability" as an acceptable outcome.

4. To coordinate all services to youth under JTPA with the at-risk youth plans developed by secondary schools as required by Wisconsin statute effective August 15, 1986, as well as with the setaside dollars in the Carl Perkins Vocational Education Act for Disadvantaged and Handicapped Youth and Adults (defined as youth ages 16 to 18 who have dropped out of school).

5. To coordinate all services to in-school youth under JTPA with the Wisconsin Education for Employment Standard.

6. To improve the functional literacy levels for youth who are assessed to be deficient in basic skills.

What has made Wisconsin's program successful? The strategies noted below help to illustrate the points made earlier.

- The State Superintendent has actively promoted the involvement of the state's secondary schools in JTPA.

- The State Superintendent's active participation on the Wisconsin Jobs Council in setting goals and coordination criteria and engaging in joint planning, and policy development was highly beneficial.

- Coordination of JTPA 8% with other education initiatives such as the state's Children At-Risk and Education for Employment laws, enabled these funds to serve as an incentive for local school districts.

- Specific program information in WDPI/JTPA 8% projects are shared formally with all PIC members by the WDPI.

- Employment of field staff to promote secondary school involvement with JTPA resulted in both coordination between education and the employment and training field.

- The WDPI follows what we believe to be the congressional intent of Education Coordination Grants which is to coordinate JTPA (employment and training programs) with educational programs so that our state does not develop parallel systems with JTPA to educational systems, but rather integrates service delivery.

- The WDPI will fund innovative projects on an annual basis for up to three years. The project must explain how the program will continue when 8% dollars are no longer available before funds are approved for the third year.

- Emphasis is put on program improvement in the WDPI monitoring activities of projects.

- A vocational education component is required in all JTPA 8% funded projects.

- The WDPI required joint planning between educational programs funded with 8% dollars and local SDA staff.

- Integration of youth employment competencies into all programs, including basic skills, is required.

- All 8% projects must have a dropout recruitment component.

- The location of the administration of JTPA 8% programs at the WDPI is within the same section where the setasides in the Carl Perkins Vocational Education Act is administered. Staff for both programs are in the same section (Job Training and Special Needs Programs). This promotes joint planning coordination and implementation regardless of funding sources.

- The application process for funding has very detailed requirements for program components. The application evaluation is attached for the readers' review.

The JTPA 8% is successful in Wisconsin because various state agencies, especially the Wisconsin Department of Public Instruction, in cooperation with the Wisconsin Department of Industry, Labor and Human Relations, have used strategies that work.

Encouraging the development of partnerships represents a sound public policy and it gets results. To achieve the intent of the Job Training Partnership Act, all service providers must work together to coordinate, not duplicate, education and training programs. The WDPI and public secondary schools want to be partners with other service providers so that those persons needing JTPA services can best benefit from a comprehensive and coordinated system of services. Ultimately, JTPA's success will be measured not only by participant achievement but also by the partnerships it fosters and creates.

JTPA 8% PRE-APPLICATIONS EVALUATION

(for DPI Internal Use Only) ITEM	Low 1	2	3	4	High 5
SECTION ONE I. PROBLEM ANALYSIS (Problem Analysis) • Identifies project need. • Focuses on target population. • Places school problem in community context. • Convincing data presented.					
II. TARGET POPULATIONS (Target Population Chart anIdentified Target Population) • 75% income eligible • Most disadvantaged: one year behind his/her existing class in academic credit/competencies • Children At-Risk (dropouts, truants, teen parents, adjudicated) • Minority • Female • Groups from Target Population Chart					
III. CREDIT (Problem Analysis and Program Design) • High school credit given • Board-approved credit for work experience					
IV. INSTRUCTIONAL SUPPORT (Program Design) • Academic and Vocational Support Services • DVI and WECEP Concepts • Tutoring					
V. COLLABORATIVES/LINKAGES (Cover Sheet, Program Design and Project Outcomes) • SDA Collaboration Process ending in Coordination Agreement • Business, Industry, Labor Partnerships • County Health and Social Services • Community Agency Cooperation • Contracting (VTAE, UW, others) • Advisory Councils					
VI. STAFF DEVELOPMENT (Program Design) • Coordinators provide inservice to the JTPA staff 3 times during year. (Before project begins and twice during project year.) • JTPA staff attends regional and state conference(s). • JTPA staff development coordinate with school district's staff development for Children At-Risk and Education for Employment.					

continued

ITEM	Low 1	2	3	4	High 5
VII. DROPOUT RECRUITMENT (Program Design) • JTPA 8% Project has dropout recruitment component. • Coordinates with At-Risk Program and integrated LEA total program. • Identify and notify dropouts. • Linkages made with community agencies. • Dropouts placed in appropriate educational setting.					
VIII. MANAGEMENT TEAM/ADVISORY COUNCIL (Program Design) • Parental involvement • 50% Business/Industry Membership • Subcommittee of and Agenda item for Children At-Risk, Education for Employment and Vocational Education Council(s)					
IX. PROGRAM COMPONENTS (Program Design and Project Goals) • Basic education and vocational assessment • Individualized Education and Training Plan • Basic Education Skills • Pre-employment/Work Maturity training • Job Skills training • Career Exploration and Decision Making • School-supervised Work Experience • Student Follow-up [Section 106(b)(2)]					
X. INDIVIDUALIZED EMPLOYMENT AND TRAINING PLAN (Program Design and Project Goals) • Establish academic baseline data for each student. • Prescribe appropriate services. • Outline youth employment competencies needed. • Detail method/program to achieve credit/competencies.					
XI. STUDENT FOLLOW-UP (Program Design and Project Goals) • Meets JTPA Section 106(b)(2) and SDA's performance standards. • Use DPI follow-up instrument. • Collect data and summarize in final project report. • Use data in promoting program effectiveness to school board and community.					
XII. PROGRAM EVALUATION (Program Design and Project Goals) • Formal annual review of meeting goals and objectives. • Program evaluation tied to student follow-up survey. • School and community					
XIII. PRESCHEDULING (Project Goals) • Integrated into LEAs programs. • Student scheduled into credit generating activity/course. • JTPA program part student's schedule					

continued

ITEM	Low 1	2	3	4	High 5
XIV. <u>JTPA COORDINATES WITH DISTRICT'S CHILDREN AT-RISK PLAN</u> (Program Design and Project Outcomes) • JTPA part of district's Children At-Risk Plan. • Active participation in district's Children At-Risk Committee. • JTPA integral component in implementing district's Children At-Risk program.					
XV. <u>JTPA COORDINATES WITH DISTRICT'S EDUCATION FOR EMPLOYMENT PLAN</u> (Program Design and Project Outcomes) • JTPA part of district's Education for Employment program. • Active participation in district's Education for Employment Committee. • JTPA integral component in implementing district's Education for Employment program.					
XVI. <u>JTPA COORDINATES WITH DISTRICT'S VOCATIONAL EDUCATION PROGRAMS</u> (Program Design and Project Outcomes) • Single Parent/Equity • Disadvantaged and Handicapped • Vocational education courses					
XVII. <u>JTPA COORDINATES WITH DISTRICT'S GUIDANCE AND COUNSELING PLAN</u> (Program Design and Project Outcomes) • JTPA participants provided vocational/career guidance. • Address student competencies as listed in Wisconsin Developmental Guidance Model.					
SECTION TWO XVIII. <u>PROJECT BUDGET</u> (Budget and Backup) • Meet cost categories: Administration 15%, Training 70%, Participant Support up to 15%. • Backup provides detail for line items on budget page. • Equipment purchased necessary to meet program's goals and objectives.					
XIX. <u>MATCH BUDGET</u> (Match Budget and Backup) • D[illegible]led backup match budget. • Dollar-for-dollar match for project costs. • At minimum, project includes dollar-for-dollar, in-kind match. • Exemplary match in projects includes local district budget funds (cash) and/or collaborative matching project funds.					

continued

ITEM	Low 1	2	3	4	High 5
XX. THE RELATIONSHIP OF COSTS TO PROJECT DESIGN (Cover Sheet and Program Design) • 15% Placement rate and 88% Positive Termination Rate • Cost per positive termination around $1,500 or project details why cost higher. • Cost effective for proposed goals and objectives; i.e., participants served, staffing, time and project design.					
Totals					
Total project score					

SECTION THREE

XXI. PROJECT STRENGTHS

1.

2.

3.

4.

5.

XXII. PROJECT WEAKNESS

1.

2.

3.

4.

5.

XXIII. EVALUATION RECOMMENDATION

Fund it? Yes ☐ No ☐
Why?

Wisconsin Department of Public Instruction/Herbert J. Grover, State Superintendent/125 South Webster Street/Madison, Wisconsin 53707/(608) 266-1?

Children At Risk

The Problem

Large numbers of Wisconsin school children experience problems that seriously interfere with their learning, school attendance, preparation for employment, or satisfactory progress toward graduation. They often fall behind their classmates, are truant, behave disruptively, face suspension or expulsion, and drop out of school. If their problems are not addressed effectively, these children face a bleak future; one that will bear enormous costs for both the children and society as a whole.

The number of children at risk of failure in school and life has risen dramatically with the increase in social and cultural stresses on children. One out of every seven Wisconsin youths entering ninth grade fails to graduate from high school four years later. High school dropouts comprise 75 percent of the state's prison population and 80 percent of parents receiving AFDC payments. National statistics such as those listed below also highlight the social and economic conditions that place many Wisconsin children's education at risk.

- Approximately one-third of the children who are victims of physical abuse each year are of school age.
- Children whose parents have separated or divorced make up 20 percent of school enrollments.
- At least 20 percent of all secondary school pupils experience problems resulting from alcohol and drug abuse.
- Fifty-seven percent of high school seniors have tried marijuana, 33 percent have experimented with stimulants, and 16 percent have used cocaine.
- Drinking and driving is the leading cause of death among teenagers.
- The suicide rate for 15- to 24-year-olds more than doubled between 1960 and 1980.
- Every year, one out of every 10 young women age 15 to 19 becomes pregnant.

Although it is not solely the school's responsibility to alleviate the many social conditions that put children at risk, school programs and staff efforts are necessary to help children cope with health and social stresses that impair their ability to learn, progress through school, and graduate.

In recognition of this, the Department of Public Instruction and State Superintendent Herbert J. Grover developed in 1984 the Wisconsin Children-At-Risk Initiative which included legislative and program proposals to deal with the many conditions jeopardizing children's education. The Governor's office and state legislature joined in active support of this initiative. This resulted in the passage of legislation designed to launch an aggressive attack on the problems jeopardizing the educational progress of many Wisconsin youth. These efforts have placed Wisconsin at the forefront of the national campaign to identify and assist children at risk.

The Children At Risk Legislation

1985 Wisconsin Act 29, created s. 118.153, Wis. Stats., which defines children at risk and requires every school board to annually identify such children in the district and develop a plan for programs to meet these children's needs beginning August 15, 1986.

"Children at risk" means children who are one or more years behind their age or grade level group in mathematics or reading skill levels or in the number of credits attained, and who are or have ever been any of the following:

- A school dropout
- Absent from school for all or part of 20 school days or more during the previous 175 school days without excuses considered acceptable by the school district
- Adjudicated delinquent
- A parent

The Department of Public Instruction does not discriminate on the basis of race, sex, age, religion, handicap, or national origin.

In their plans, school boards must establish procedures for identifying children at risk and describe how their needs will be met through curriculum modifications and alternative programs, remedial instruction, parental involvement, pupil support services, community support service programs, education for employment programs, and other approaches that have been successful in meeting the needs of children at risk.

School districts that had 50 or more dropouts or a high school dropout rate exceeding 6 percent in the previous school year must have their plans approved by the state superintendent. They must then submit an annual report detailing attendance, retention, and high school graduation rates for pupils enrolled in the children-at-risk program and the percentage of those pupils who received academic credit during the school year.

The intent of the children-at-risk legislation is to keep pupils in school who might otherwise drop out, and enable them to graduate from high school. This can only be accomplished if the programs enable the pupils to advance in grade each year. Thus, districts that were required to have their plans approved may receive additional state aids for their children-at-risk programs if their annual reports reveal that three of the following conditions were met:

- The average attendance rate of pupils in the program was at least 70 percent.
- The retention rate for pupils enrolled in the program was at least 70 percent.
- At least 70 percent of the pupils enrolled in the at risk program as high school seniors received a diploma.
- At least 70 percent of the pupils enrolled in the program earned credits sufficient to advance to the next grade level.
- Pupils in the children-at-risk program can show, as a group, at least one month of improvement in reading and mathematics performance for each month of instruction.

Further DPI Program Support

The DPI is assisting school districts in the task of educating children at risk by ensuring that its own programs serving these pupils are adequately coordinated, reach those most in need, are administratively uncomplicated, and do not duplicate or waste resources.

As a result of the DPI's initiative, a variety of programs are available to help districts serve children at risk. Education for Employment, Job Training Partnership, and Carl Perkins Vocational Education Act funds are administered through the DPI to improve the employment outlook for children at risk.

In addition, the DPI is prepared to provide assistance or grant support for programs dealing with school-age parents, suicide prevention, physical and sexual abuse, alcohol and other drug abuse, and alcohol and traffic safety—all of which have particular relevance to children at risk.

Finally, the DPI has developed a comprehensive Children At Risk resource and planning guide for school district staff. Department staff conducted, and will continue to conduct, numerous conferences and workshops to help school districts prepare to implement this comprehensive and important initiative.

Further information is available from William J. Erpenbach, Director, Bureau for Pupil Services, Department of Public Instruction, 125 South Webster Street, P.O. Box 7841, Madison, WI 53707, (608) 266-8960.

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A Background Paper on

Children At Risk

Background

Keeping children in school through graduation is one of the most effective deterrents to a life of poverty. National research affirms that school success is the single most important credential in assuring future career opportunities, economic independence, and well-being.

Many factors, individually or collectively, can jeopardize a child's ability to succeed in school. The students who will graduate at the beginning of the 21st century entered first grade this fall, and according to the Children's Defense Fund, among these children

- one in four is poor
- one in five is at risk of becoming a teen parent
- one in six has no health insurance
- one is seven is at risk of dropping out of school
- one is two has a mother in the labor force
- only a small percentage have affordable, quality child care

Family, health, social, and economic conditions can cause children to do poorly in school, which can result in their dropping out. The Department of Public Instruction's (DPI's) new vision for serving children at risk is aimed at prevention through earlier identification and intervention.

Program Goals

Wisconsin was among the first states in the nation to enact children-at-risk legislation with the intent of keeping students in school through graduation. Since that legislation took affect three years ago, the state's public school dropout rate has declined from 3.65 percent in 1984-85 to 3.24 percent in 1986-87. Although Wisconsin's efforts to keep students in school are beginning to pay off, much needs to be done to have a 100 percent graduation rate by the year 2000, a goal the Council of Chief State School Officers set for all states.

The DPI's children-at-risk initiative will

- expand the definition of children at risk
- strengthen program requirements
- increase financial assistance for serving at-risk students

Defining Children at Risk

To help students progress through school, the department recommends that children affected by certain outside factors get help earlier than what state law now requires.

Currently, "children at risk" means students who are one or more years behind their age or grade level in mathematics or reading skills or in the number of credits attained, and who are or have ever been any of the following: a school dropout, absent from school for all or part of 20 school days during the previous 175 school days without excuses considered acceptable by the school district, adjudicated delinquent, or a parent.

The DPI's proposal seeks amendments to the children-at-risk legislation that would expand the definition of children at risk to include students in grades three through eight who are behind in basic skills development and who may have attendance problems.

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The Department of Public Instruction does not discriminate on the basis of race, color, sex, age, religion, handicap, or national origin.

Strengthening Program Requirements

Currently, school boards' children-at-risk plans must establish procedures for identifying children at risk and describe how their needs will be met through curriculum modifications and alternative programs, remedial instruction, parental involvement, student support services, community support service programs, education for employment programs, and other approaches that have been successful in meeting the needs of children at risk. The department is seeking amendments to the children-at-risk legislation that will expand community and parental involvement requirements. Amendments will:

Identify Support Services. The department is seeking an amendment that will require children-at-risk plans to include a list of community support services and a description of how those services will be coordinated and used to meet the needs of students enrolled in the program.

Plan for Parental Involvement. The department's proposal will require that children-at-risk plans include a description of how parents of children at risk will be involved in developing and reviewing the school board's plan. It also will require that plans provide for parent education and quarterly parent-teacher conferences.

Require Community Involvement. This proposal will require every school board submitting its plan to the state superintendent for review and approval to establish an advisory committee composed of parents, teachers, school administrators, pupil services professionals, business and community representatives, health and social services representatives, and other residents of the school district. The committee annually will review and advise the board on the design, implementation, management, and evaluation of the children-at-risk program.

Increasing Financial Assistance

Under the current law, school districts that must file their children-at-risk plans with the state and submit a year-end report can qualify for additional aid. Currently, school districts that in the preceding school year had 50 or more high school dropouts or a high school dropout rate exceeding 5 percent must have their plans approved by the state superintendent. Each district then must submit a year-end report detailing attendance, retention, school progress, basic skills acquisition, and high school graduation rates for students enrolled in the children-at-risk program. If the district's students meet specified minimum performance levels, the district is eligible for additional state aids for pupils served in the program.

The DPI amendments will:

- change the dropout level at which districts are required to submit their children-at-risk plans to the state superintendent
- allow districts voluntarily to submit their children-at-risk plans for approval
- increase the level of aid for districts successfully serving their at-risk students

The proposed amendments will require school districts with an annual high school dropout rate of 50 or more students or 4 percent (rather than 5 percent) or higher to submit their children-at-risk plans to the state superintendent for review and approval. Additionally, the amendment will permit school districts with an annual high school dropout rate between 2.5 percent and 3.99 percent voluntarily to submit their plans to the state for review and approval thus qualifying for additional state aids.

The DPI is proposing an increase in the amount of additional state aid districts receive for students enrolled in the children at risk program from 10 to 20 percent of the average per pupil aid it receives for under the state's school aid formula.

Further information is available from William J. Erpenbach, Director, Bureau for Pupil Services, Department of Public Instruction, 125 South Webster Street, P. O. Box 7841, Madison, WI 53707-7841, (608) 266-8960.

9/8

Plan and Program Formats

The following program formats offer simple, effective techniques for organizing and managing diverse school/community resources to develop and conduct programs for children at risk.

While Children At Risk legislation does not authorize specific funds for programs, it does require each school board to identify its children at risk and develop a plan of integrated resources to serve them.

The Children At Risk statute (s.118.153, Wis. Stats.) requires that school boards serve as the primary managers of school/community programs serving children at risk. However, numerous studies show that school programs alone are ill equipped to address the numerous non-school causes which place children at risk of school and life failure. It is therefore imperative that school boards network with multiple resources (school, community, family, business, and industry) that can serve the needs of children at risk both in school and outside of school.

Building a Resource Network

The first step is to establish a school/community policy-making council to serve children at risk. This council builds a resource network and makes policy recommendations for local planning and programming. The council should be made up of a broad representation of influential school, community, business, and industry leaders with a vested interest in children's school success. Groups which should be considered include: church, business, school, service clubs, universities, colleges, vocational-technical schools, youth service groups, chambers of commerce, health and social services groups, and local news media. As a rule of thumb, production levels of councils with more than 15 members are inversely related to the number of council members.

The next step is to identify youth and family services providers who can meet the needs of children at risk in the local community. Providers should be able to offer curriculum modifications, remedial instruction, parental involvement, pupil support services, and community support services for children at risk. Potential providers might include:

- educational providers such as public and private schools, universities, colleges, UW-Extension, VTAE schools, private vocational schools, and federal/state funded local school programs
- health and social services providers such as regional and county health and social services boards; Job Training Partnership Act Service Delivery Area Councils; and law enforcement, juvenile justice, and family and youth services agencies
- employment and job opportunity groups such as Job Service, local labor groups, employment agencies, and job placement agencies
- community youth services providers such as the local chamber of commerce, service clubs, law enforcement, youth clubs, churches, senior citizen clubs, businesses, industries, and news media
- local governmental bodies such as city councils and planning committees

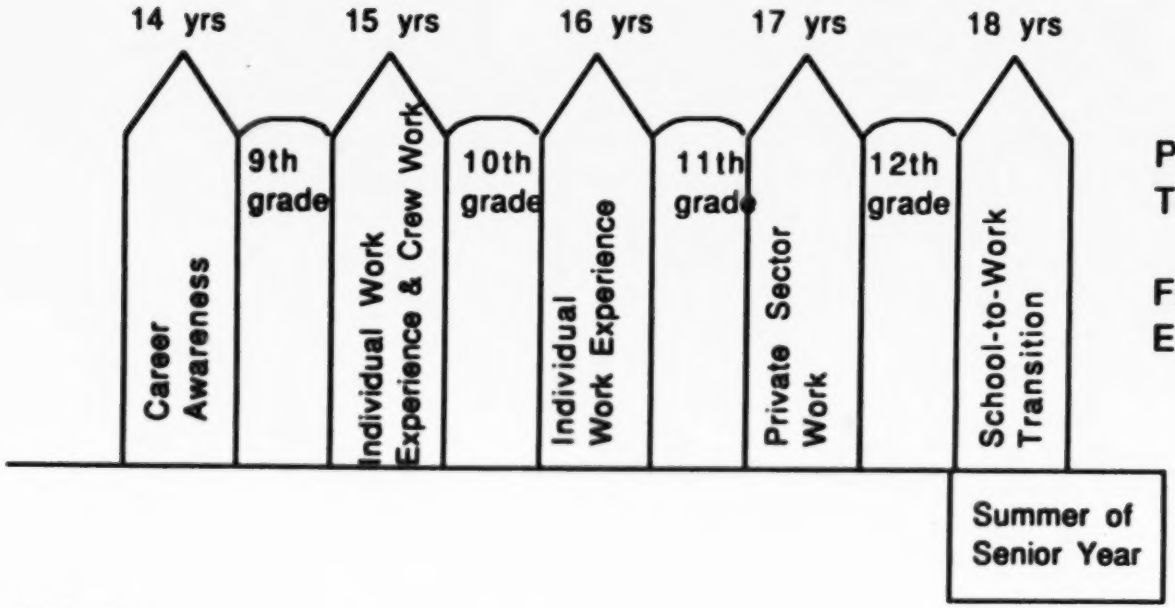
With a resource network in place, the council can develop short- and long-range policies and plans, both in the school and the community. These are presented to the local school board and other community governing bodies required to serve children at risk. The next steps for the Children At Risk council would be:

- begin serving children at risk through the resource network
- monitor and evaluate both school and community programs serving children at risk
- review and monitor the practical function of the resource network

Conceptualizing the Child at Risk Resource Network

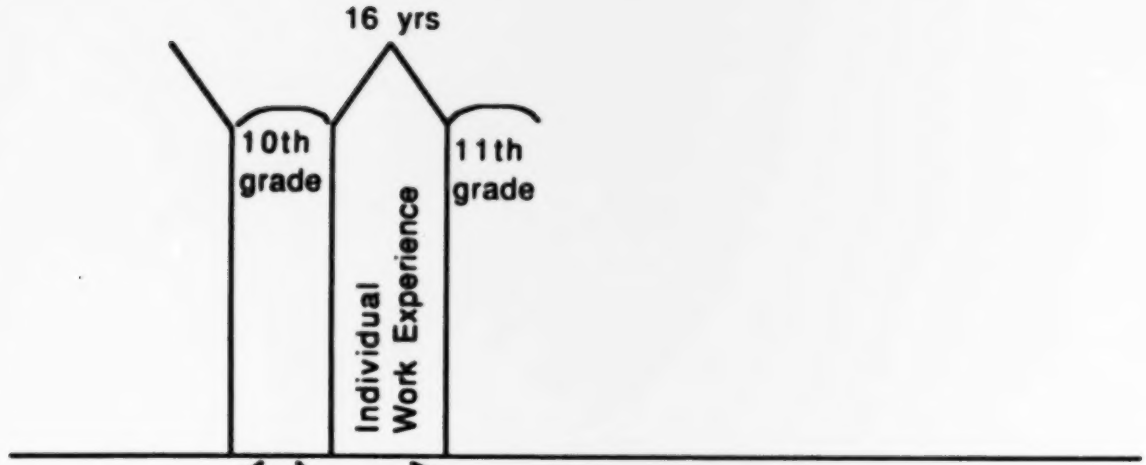
The umbrella graphic and children at risk board game illustrate the network building process.

PROGRESSION OF SERVICES



Joyce Hawthorne
Wisconsin Department of Industry, Labor and Human Relations
Wayne Sherry
Wisconsin Department of Public Instruction

* Rules of Thumb:
  - o a minimum of two (2) summers and one (1) school year
  - o require remedial training in basic skills in summer
  - o start with outcomes and work backwards to determine services needed and length of time
  - o earn credit during summer for work experience and remediation



Tutorial

1. Assessment of Grades and Attendance
2. Assessment of Learning
3. Teacher Expectations
4. Plan to Pass
   Note Taking
   Study Skills
   Time Management

Work Experience

1. Job Keeping
2. Career Assessment
3. Educational Plan

Work Experience

1. Job Keeping
2. Purchasing or Budgeting Life Skills
3. Educational Plan Update

Developed by Cooperative Education Service Agency #6 - Mary Nelson

PROGRAM SEQUENCE MODEL
CESA #6 In-School Programs

School To Employment Project
Basic Skills - Pre-Employment Skills - Worker Maturity Skills
1988-89

Tenth Grade	Summer Between Tenth & Eleventh Grade	Eleventh Grade	Summer Between Eleventh and Twelfth Grade	Twelfth Grade
Strategies for School Survival **Tutorial** 1. Assessment of grades attendance 2. Assessment of Learning 3. Teacher Expectations 4. Plan to Pass Note taking Study skills Time management **Work Experience** 1. Job Keeping 2. Career Assessment 3. Educational Plan	**Summer Work Program** **Work Experience** 1. Job Keeping 2. Purchasing or Budgeting Life Skill 3. Educational Plan Update	**Pre-Employment Skills** **Tutorial** **Class for Credit** 1. Basic Skills 2. Career Planning 3. Labor Market Information 4. Applications/Resumes 5. Resource for Job Get 6. Interview 7. Interpersonal Skills **Worker Maturity Skills** **Work Experience** 1. Reliability 2. Self Management 3. Personal Function 4. Supervision 5. Task Management 6. Problem Solving	**Work Experience or Private Sector** 1. Job Keeping 2. Entrepreneurial Life Skill 3. Educational Plan Update	**School Supervised Experience** **Work Experience** **School to Work Tra** **Tutorial** 1. Work Experience 2. Class 3. Worker Maturity 4. Update Resume Networking Job Seeking 5. Post Secondary Educational Pla 6. OJT

JTPA POLICY & PROCEDURES BULLETIN

DEPT. OF INDUSTRY, LABOR & HUMAN RELATIONS
DIVISION OF EMPLOYMENT & TRAINING POLICY
P.O. BOX 7972 MADISON, WISCONSIN 53707

Number PPB 87-17 **Date** November 5, 1987

TOPIC GOVERNOR'S JTPA COORDINATION CRITERIA & OBJECTIVES FOR PY 1988-89

PURPOSE:

To transmit the Governor's JTPA Coordination criteria and objectives for the two program year period of July 1, 1988 - June 30, 1990.

BACKGROUND:

Information Notice 149, dated July 24, 1987, issued the proposed Governor's JTPA PY 1988-89 Coordination Criteria and Objectives for review and comment. The Wisconsin Jobs Council Planning Committee voted to accept the final version on September 10, and the Governor approved it on October 26, 1987. The Governor's JTPA Coordination Criteria and Objectives reflect the mission, and a large number of the "Key Roles", recommended by the Wisconsin Jobs Council and approved by the Governor. (See Wisconsin Employment and Training Policy - Program Years 1988-89, issued as PPB 87-14, dated August 21, 1987.)

We would like to thank those agencies and individuals who commented on Information Notice 149 during the 30 day review period. (See attached summary of comments.) Summaries of the comments were forwarded to the Planning Committee as they completed the final document.

POLICY:

This bulletin is to serve as official notice to the employment and training community of the PY 88-89 Coordination Criteria and Objectives for JTPA Title II for Program Years 1988 and 1989.

ACTION REQUIRED:

SDAs and Statewide Grantees shall design their PY '88-89 Job Training Plans to conform to the attached PY 88-89 Governor's Coordination Criteria and Objectives.

For questions about this Bulletin, or for more information about the Governor's Coordination Criteria and Objectives, please call Carol McLain (608)267-9690.

Approved By: June Sunling Date: 10/29/87
June Sunling, Division Administrator

ETP-7480(N 7/85)

EXERPT

GOVERNOR'S JTPA COORDINATION CRITERIA AND OBJECTIVES FOR PROGRAM YEARS 1988 - 1989

Key Role 4

Provide elementary and secondary education to prepare youth with the basic competency needed for life's work.

Coordination Criterion 1 - In cooperation with the Wisconsin Jobs Council, DETP, DPI, and WBVTAE will work together to develop, promote, support and disseminate information on model programs linking education and employment for at-risk children.

Coordination Criterion 2 - DPI, WBVTAE, DETP and PICs will cooperatively develop a model set of basic skills competencies, which includes appropriate work related communication skills, and disseminate it to the Local Educational Agencies (LEAs), WBVTAE districts and PICs for their information. (Also applies to Key Role 5)

Coordination Criterion 3 - PICs, and Education for Employment/Children-at-Risk plans/programs will coordinate their programs in local school districts. Coordination activities may include: letters of agreement, participation on local planning bodies, concurrent participant enrollment and/or sharing of resources. (Also applies to Key Role 5)

Key Role 5

Provide remedial education for youth and adults with inadequate basic educational attainments.

Objective 1 - All JTPA competency systems will include pre-employment, work maturity, and basic skills components, including appropriate work related communication skills.

Objective 2 - WBVTAE will publicize to the public at large, including PICs and business oriented associations, the extent of the problem of illiteracy in Wisconsin, and programs available to correct this problem. WBVTAE may utilize 8% money in this effort.

Objective 3 - Beginning in program year 1988 all JTPA out-of-school participants will be assessed, if needed, for competency in basic skills, literacy, and employability skills; and will receive a career assessment immediately after enrollment. Participants shall receive services from JTPA or through referals to remedy the identified deficiencies.

Coordination Criterion 1 - PICs will develop, and describe in the Job Training Plan the procedures used to assure that all JTPA youth participants:

1) are encouraged to stay in school in order to receive a high school diploma or equivalency degree while enrolled in a JTPA funded program.

2) are assessed for basic skill deficiencies and offered services to remedy those deficiencies.

Coordination Criterion 2 - DPI, and WBVTAE, will work with DETP, HSS and PICs to jointly plan for the use of 8% funds so as to eliminate duplication and maximize coordination.

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GOALS and ACTIVITIES for PY'88-89 8% PROGRAM

FOCUS: To (a) leverage institutional change in the education and employment and training system in order to improve coordination between the two systems and/or to improve services provided to at-risk populations; and (b) to develop and publicize exemplary programs for at-risk youth and adults.

GOALS: Primary goals for the program will be:

(a) to improve the functional literacy levels for youth and adults who are assessed to be deficient in basic skills,
(b) to improve school retention levels for at-risk youth,
(c) to encourage reenrollment of dropouts into educational programs,
(d) to coordinate education and training for targeted groups with state and local economic development efforts to improve job opportunities for participants.

TARGET GROUPS: Primary target groups to receive services will be at-risk youth (particularly minority youth and females), single female heads of households, and adults who are deficient in basic skills.

COORDINATION: Emphasis on coordinating VTAE's program with the Department of Development's economic development programs, DHSS' Work Experience Job Training (WEJT) projects, Job Centers, local economic development efforts, and VTAE/other state and local literacy initiatives.

Emphasis on coordinating DPI's program with the Education for Employment program, Children At Risk program, Carl Perkins programs for single parents and disadvantaged youth, the Edna McConnell Clark Foundation grant, Job Centers and PICs.

EVALUATION: Assess the effectiveness of DPI's projects for at-risk youth, supported within DETP by 8% administrative funds.

RECOMMENDED ACTIVITIES FOR DPI

20% Funds Provide technical assistance to PICs and local schools on serving at risk youth, especially minority youth and females.

To lead the development of a model basic skills competencies package for PICs and schools.

Coordinate JTPA programs with the implementation of Education for Employment and Children At Risk standards.

Coordinate JTPA programs/priorities with activities conducted through the Edna McConnell Clark Dropout Prevention grant.

Coordinate programs with Job Centers in selected areas and facilitate coordination between local schools and Job Centers.

80% Funds Continue the goals in the current plan (dropout prevention, services to dropouts, joint projects with Carl Perkins) with an added emphasis on services to minority youth and females and improved local joint planning with PICs.

RECOMMENDED ACTIVITIES FOR VTAE

20% Funds (First Year) Conduct a study to assess the extent of literacy deficiencies in the state, the degree of accessibility of programs, and the adequacy of current programs/services to meet the need for services. Include in this report, or in a separate report, information for the employment and training community about the literacy levels needed for current or projected demand occupations.

(Second Year) If supported by the study, develop community based basic skill centers to improve accessibility to services.

Develop financial or non-financial agreement with the Department of Development to coordinate economic development activities.

Coordinate 8% programs/services with other state or local economic development efforts.

Coordinate programs/services with Job Centers, emphasizing VTAE's role in the provision of basic skills for participants.

80% Funds Provide training for minority youth and single female heads of households (may include support for displaced homemakers programs).

Replicate the Wisconsin Youth Initiatives program model in other areas of the state to serve minority youth.

Provide training components for state or local economic development projects (may include subcontracts with Dept. of Development and/or PICs).

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2. PROGRAM PURPOSE

The focus for the 8% money administered by DPI is to "serve as a catalyst for change" in the education and employment and training system in order to improve coordination between the two systems that will result in keeping economically disadvantaged youth in school and earn a diploma; to increase the consciousness of secondary schools relative to their need to serve at-risk youth; and, to have secondary schools become effective service providers in the employment and training system.

JTPA Eligible Youth. JTPA eligible students seem to possess some similar characteristics: low basic skills, behind in credits needed for high school graduation, lack of self-esteem and motivation, lack of basic employability skills, little success in the traditional academic classroom setting, and often truant and referred to school authorities for disciplinary and behavioral problems. This generalized view of JTPA eligible youth shows that the youth needs additional services to benefit from the traditional school setting. This JTPA youth is often a marginal student, about 20% of a school's student body, and a potential dropout. This youth is a potential dropout because educational programs do not address their unique needs.

Studies done by the Vocational Studies Center, UW-Madison, and DPI on dropout prevention show that potential dropouts can be identified early in their schooling and that if appropriate alternative or supportive experiences are not offered, that those students will most likely drop out by their senior year. Follow-up studies of high school dropouts done by the Department of Labor show dropouts earn less money per hour and per lifetime than a graduate, are more likely to be unemployed or on welfare than a graduate, and are less satisfied with their employment than are graduates.

Currently, this nation has a 26% dropout rate; the Wisconsin average is about 14%. Neither the nation nor the state can afford this loss of human potential. If schools are to retain the potential dropout, then early identification of and intervention for potential dropouts must be an integral part of a school's total education program. This entails providing additional services to these youth and altering the school's climate to be more supportive and understanding toward these students.

Aggressive programs designed to keep students in school to graduation are essential to the economic well-being of both the individual and this state's economy. Considerable evidence indicates that a dropout's sons and daughters are more likely to be dropouts and thereby perpetuate a cycle. Education and

training programs designed to remove the barriers so students can succeed in school and prepare for the world of work must be provided along with the support needed to make this effective.

JTPA funds must be used to design programs to raise the level of employability skills of JTPA eligible youth, to keep them in school and earning credit toward graduation, and to motivate them so they change their attitudes and improve their self-image, resulting in successful employment that is maintained.

The mission of public secondary schools is to provide equitable education and training for all of the state's youth. JTPA resources can help make the difference in a school's ability to provide the needed "additional services" for a JTPA eligible at-risk youth. These at-risk youth need additional support so they can have equal access to education and training provided by schools. JTPA resources, used in conjunction with local resources and other funding sources, can insure that the range of alternative/supportive programming to meet the needs of this JTPA at-risk population will be offered to those students requiring such services to succeed in school.

3. GOALS AND OBJECTIVES

The Department of Public Instruction has six basic goals for the 8% education coordination grant dollars. They are as follows:

1. To keep economically disadvantaged youth in school and earn a diploma.

2. To increase the consciousness of secondary schools and Private Industry Councils relative to their need to serve at-risk youth - which includes economically disadvantaged youth.

3. To have secondary schools become effective service providers of JTPA programs.

4. To coordinate all services to youth under JTPA with the at-risk youth plans developed by secondary schools as required by Wisconsin Statute effective August 15, 1986, as well as with the setaside dollars in the Carl Perkins' Vocational Education Act for Disadvantaged and Handicapped Youth and Adults (defined as youth ages 16 to 18 who have dropped out of school).

5. To coordinate all services to in-school youth under JTPA with the Wisconsin Education for Employment Standard.

6. To improve the functional literacy levels for youth who are assessed to be deficient in basic skills.

OBJECTIVES

1. Eighty percent of the 8% funded projects will provide credit toward graduation for participants in JTPA program offerings, as indicated in the required assurances of each 8% project. (Key roles 4 and 5 - Governor's Coordination and Special Service Plan).

2. Each project will conduct a follow-up survey, developed by the department, to measure program effectiveness as a part of their project as measured by survey results attached to the final report of each project. (Key roles 4 and 5.)

3. To have 80% of the local project coordinators provide inservice to the JTPA staff in the projects at least three (3) times per year to include topics such as the developmental guidance model, coordination of program offerings with other non-JTPA programs, how to identify youth, other funding sources, individual educational and training plan development curriculum modification and effective teaching strategies for at-risk youth. This will be documented by inclusion of inservice agendas in quarterly reports. (Key roles 4 and 5.)

4. To better utilize existing resources have 60% of the JTPA projects funded through CESAs or consortiums of schools as measured by project approvals. (Key roles 4 and 5.)

5. To link Carl Perkins single parent funds to at least four JTPA 8% projects as evidenced by project approval. (Key roles 4 and 5.)

6. In addition to providing participants classroom training in preparation for employment, and to expose participants to the world of work at least 50% of all 8% projects will make available to participants, employer linked training, vocational exploration or supervised training at a work site - public or private as evidenced by project objectives. (Key roles 4 and 5.)

7. To develop a minimum of one project that will emphasize training for females in non-traditional, non-sex stereotyped employment, as evidenced by project approvals. (Key roles 4 and 5.)

8. To link offerings for 600 JTPA participants to local secondary and post secondary vocational education programs/course offerings as measured by written quarterly reports and IETPs. (Key roles 4 and 5.)

9. To utilize contracting among secondary schools and VTAE districts, employers, social services, or job service through financial and non-financial agreements, as a means to provide needed services for participants, as evidenced by copies of contracts attached to final reports in at least 10% of the projects approved. (Key roles 4 and 5.)

10. To utilize the Designated Vocational Instructor Model (DVI) for JTPA eligible youth in at least one project as evidenced by project approvals. (Key roles 4 and 5.)

11. To incorporate the JTPA program offering into 120 local at-risk youth plans developed by districts as evidenced by the local at-risk youth plans in the JTPA project files. (Key roles 4 and 5.)

12. To provide youth (14-15 year-olds) with a work experience/career exploration program opportunity in a minimum of one location around the state as evidenced by project approvals. (Key roles 4 and 5.)

13. To coordinate 100% of the projects administered by DPI with other JTPA funds administered through SDAs as documented by SDA/LEA Joint Agreement. SDAs will be informed twice on the progress of of the 8% projects in their area. (Key roles 4 and 5.)

14. To include a "dropout recruitment" component in 80% of the project proposals submitted as evidenced in each of the 8% projects. (Key roles 4 and 5.)

15. To assist in the development of cooperative agreements between secondary schools and local PICs, VTAE districts, and community-based organizations as shown in the 8% application process and the SDA/LEA Joint Agreement. (Key roles 4 and 5.)

16. To conduct an annual statewide conference for Special Needs personnel throughout the state in February of each year which will incorporate teachers in programs funded with JTPA dollars, Chapter I dollars, VEA dollars and handicapped/special needs dollars. This conference will include Designated Vocational Instructor programs (DVI), work experience programs, dropout prevention, maintenance programs, etc. The primary purpose for this conference is to facilitate a coordination effort among programs, share strategies and techniques for

working with special needs students, and for joint planning time. Emphasis will be placed on providing technical assistance to PICs and local schools on serving at-risk youth, especially minority youth and females. (Key roles 4 and 5.)

17. Each project applicant will assure that the "most" disadvantaged of the eligible population are served first as evidenced by 8% applicant response to required assurance #10 of the 8% Application as defined by the Wisconsin State Legislature. (Key roles 4 and 5.)

18. Each project will provide the Education for Employment components to program participants as needed, as measured by on-site visits and final narrative reports. (Key roles 4 and 5.)

19. To lead the development of a model basic skills competencies package for PICs and schools to be completed by December of the second program year and disseminated to all SDAs. (Key roles 4 and 5.)

20. Coordinate JTPA program priorities with the Edna McConnell Clark Dropout Prevention Grant as measured by committee participation and copies of minutes. (Key roles 4 and 5.)

21. Coordinate at least one 8% project with a Job Center in a selected area and facilitate coordination between local schools and Job Centers, as measured by a copy of the Joint Agreement developed. (Key roles 4 and 5.)

22. Promote secondary school and CESA involvement as service providers for summer youth programs in a minimum of 8 sites during each summer of the plan, as measured by summer contracts earned by LEA/CESA programs. (Key roles 4 and 5.)

DPI JTPA staff will review the above objectives during June and December every year. Local project goals and performance will be considered in any proposed modifications of DPI 8% objectives.

POLICY & PROCEDURES BULLETIN

DEPT. OF INDUSTRY, LABOR & HUMAN RELATIONS
DIVISION OF EMPLOYMENT & TRAINING POLICY
P.O. BOX 7972 MADISON, WISCONSIN 53707

Number 83-13 **Date** June 9, 1988

TOPIC COMPLETION CODES FOR DPI 8% IN-SCHOOL YOUTH PROGRAMS

PURPOSE: To issue new policies, procedures and reporting requirements for tracking 8% program performance

BACKGROUND

DETP has recently approved new completion codes for measuring annual achievement in DPI 8% in-school youth programs. This Bulletin provides an overview of the new codes and instructions for program operators, in addition to general policies and procedures related to participant reporting requirements for related data.

WIMS instructions for completing the Status Change/Termination Notice provide for a "completion code" each time a participant leaves an activity. The completion codes now in use were developed by SDAs primarily for use in Title IIA/B programs. The Department of Public Instruction, with DETP concurrence, has developed a new set of completion codes specifically for 8% in-school youth programs. These codes, which replace the standard completion codes (not the termination codes), will be used in conjunction with termination reports to track program performance.

POLICY

Beginning with Program Year 1987, program operators shall report annual completions, as described in Attachment II, for every participant who are enrolled in in-school youth programs under the Department of Public Instruction's JTPA 8% grant and will continue enrollment in the fall semester.

Completion codes shall be reported according to attached instructions. Where noted, these instructions include special exceptions to standard DETP reporting requirements in the WIMS Forms Preparation Manual. SDAs that process WIMS data for 8% grantees must be aware of these differences.

ACTION REQUIRED

DPI 8% In-school Youth Grantees:

1. For PY 87 participants already terminated, follow data correction procedures to replace the old (SDA-originated) completion codes with the new (DPI-originated) 8% completion codes on the Status Change /Termination Notice and enter the corrected data on WIMS before July 1, 1988. If the termination occurred more than four months ago, send the form to DPI for data processing.

2. For participants who will terminate during, or at the end of the school year, enter the appropriate 8% completion code in the SC/T Completion Code column, according to attached instructions, and then report a termination following normal procedures.

3. For participants scheduled to return to enrollment in next fall's 8% in-school youth program, enter the appropriate 8% completion code, according to attached instructions, at the end of the school year, but do not report a termination.

   a. If the participant re-enrolls in the fall, follow normal reporting procedures for program year transfers and enrollments.

   b. If the participant does not re-enroll in the fall:

      i) Replace a "neutral" (09) 8% completion code with a non-positive (00) 8% completion code, using data correction procedures. (No change is necessary for positive outcomes.)

      ii) Report a termination from the 8% grant, using the applicable termination code, but use the date the participant left the previous in-school program as the termination date.

      iii) Enter data on WIMS by September 30.

Address questions about youth programs to Joyce Hawthorne, at (608) 267-7210, and questions about reporting 8% outcomes to Rita Smith, at (608) 267-4106.

ISSUED BY: June M. Suhling DATE: 6/7/88
June M. Suhling, Division Administrator

Attachment I: Summary & Rationale
Attachment II: Instructions for Program Operators

8% COMPLETION CODES:
Definitions, Measurement and Conditions

POSITIVE COMPLETIONS (Report two completions, if applicable, or precede single digits with zero.)

1 = Received Academic Credit

Definition: The participant received credit applicable to high school graduation for participation in JTPA programs.

Measurement: Academic credit is documented in school records.

Special condition: The participant did not have a high school diploma when enrolled in the program.

2 = Increased Academic Achievement

Definition: The participant increased achievement levels in reading or math by one month for each month of enrollment in the JTPA program.

Measurement: Improvement is measured by standardized tests before and after enrollment.

Special condition: The participant had a deficiency in reading or math when enrolled in the program.

3 = Improved Attendance

Definition: The participant has increased school attendance to a rate of at least 70%.

Measurement: Improvement is determined by school records showing attendance before and after enrollment in the JTPA program.

Special condition: The participant had an attendance rate of less than 70% when enrolled in the program.

4 = Received Equivalency Diploma

Definition: The participant received a high school equivalency diploma during JTPA enrollment.

Measurement: Achievement is documented by a copy of the equivalency diploma/certificate.

Special condition: The participant was a high school dropout or determined unable to meet graduation standards when enrolled in the program.

5 = Achieved Employment Competency

Definition: The participant demonstrated achievement in at least one area of pre-defined youth employment competencies.

Measurement: Achievement is determined according to a youth employment competency system approved by PIC or DPI.

Special condition: The participant was deficient in the same competency area when enrolled in the program.

6 = Former Dropout Remained in School

Definition: The participant returned to school, remained in school for at least three months following JTPA enrollment, and is either still in school or has graduated at the time the outcome is reported.

Measurement: Dropout status, return, and retention are documented by school records.

Special Condition: The participant was a high school dropout when enrolled in the program.

7 = Met EEN Standard

Definition: The participant met graduation standard 118.33 by attaining annual program objectives on the IEIP.

Measurement: Achievement of objectives is determined by school records.

Special Condition: The participant is a student with exceptional educational needs or requirements, and program objectives are stated in the IEIP.

8 = (Reserved) Do not use this code at this time.

OTHER COMPLETIONS: Use these codes only for participants who have not achieved positive completions:

09 = Neutral (No Outcome/Continuing Participant)

Definition: The participant has not yet achieved a positive 8% completion, needs continued program services to reach stated objectives, and is scheduled to continue enrollment in the fall.

Measurement: Participant returns to the program in the fall.

Special Condition: Specific objectives were identified when the participant4enrolledbin the program.

Do not use code 9 in combination with codes 1-7.

00= Non-Positive (No Outcome/Non-continuing Participant)

Definition: The participant has not achieved objectives identified at the beginning of the program and is not scheduled to, or does not, return to the program in the fall.

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OVERVIEW & RATIONALE

Procedures for the new 8% completions are based on existing WIMS provisions for reporting "completion codes" on the Status Change/Termination Form. The difference is in the codes used, the method of reporting, and the reports that will be generated.

What are the new codes

There are seven positive completion codes which program operators can use in two-digit combinations:

1 = Received Academic Credit
2 = Increased Academic Achievement
3 = Improved Attendance
4 = Received Equivalency Diploma
5 = Achieved Employment Competency
6 = Former Dropout Remained in School
7 = Met EEN Standard

For participants without a positive completion, there are two other codes:

09 = Neutral (No Outcome/Continuing Participant)
00 = Non-positive (No Outcome/Non-Continuing Participant)

How do reporting procedures differ?

To fulfill their purpose, completions must be recorded for the school year in which the participant was actually enrolled. Therefore, when participants scheduled to continue in the next school year fail to return to the program in the fall and must be terminated, two exceptions to standard WIMS reporting procedures are necessary:

1) An exception to the general rule that terminations be reported in the program year in which they occur:

   The program year always changes between school years and, under standard procedures, a September termination would be credited to the new program year. Under the new procedures, a September termination reported because a participant failed to return to the program in the fall must be credited retroactively to the previous school year. At the same time, "neutral" completion codes, which are contingent on continuing enrollment, are changed retroactively to non-positive completions for participants who fail to return.

2) An exception to the general rule that data must be reported on WIMS within ten days after a transaction occurs:

   Because failure to re-enroll in the fall cannot be determined within ten days after the school year ends in the spring, terminations for those participants are exempt from the "10-day reporting rule" if they are reported on WIMS by September 30 each year.

   (There is no exemption for fall enrollments/re-enrollments, which must be reported within 10 days as usual.)

Why were the new completion codes developed?

In the past, DPI has required program operators to terminate participants each spring in order to obtain annual performance data on programs operated on a nine-month, September-to-June school year. This made it necessary for students returning to the program in the fall, or entering the IIB summer program, to be recertified. The Department of Labor does not permit annual termination/recertification for IIA in-school youth returning in the fall, and DETP wanted to develop a satisfactory alternative to annual terminations that would (1) enable DPI to record accomplishment of the unique objectives of in-school youth programs, (2) yield reports which would show annual outcomes for all participants, and (3) retain performance measurements for youth leaving the program consistent with those established for Title IIA.

Since JTPA doesn't specify how Section 123 (8%) programs will be evaluated, states can establish performance measurements appropriate to the program. For PY 88, DETP will continue to apply the federal IIA performance measurements to 8% programs, but will also calculate a second measurement based on a combination of results from the state-defined program completions achieved by participants continuing in the program and DPI-defined positive terminations achieved by participants ending their enrollment.

What are the benefits of the new procedures?

One of the most important advantages of the new procedures is more effective measurement, including an accurate picture of each participant's individual progress, a uniform means to measure each project's annual achievement, and a more comprehensive, two-tiered measurement of DPI's 8% program as a whole.

There are several other advantages to the new procedures. First of all, the two-digit 8% completion codes are specifically designed for educational programs and are consistent with "at-risk youth" objectives. This reflects JTPA's focus on educational coordination for 8% programs.

The 8% completion codes will enable DPI to record each participant's accomplishment of specific objectives on an annual basis without resorting to termination and recertification. This represents a considerable saving of resources.

Finally, having the new completion codes for participants planning to return to in-school programs the next fall means that only those actually leaving the program will be terminated each year. This will result in more meaningful termination reports - the basis for performance standard measurements.

8% COMPLETION CODES:

PROCEDURES FOR PROGRAM OPERATORS

OF

DEPARTMENT OF PUBLIC INSTRUCTION (DPI)

8% IN-SCHOOL YOUTH PROGRAMS

USING COMPLETION CODES

Record an annual completion, at the end of each school year, for each participant enrolled in the DPI 8% in-school youth program, whether or not the participant is terminating. Do not use other completion codes for DPI 8% in-school youth participants, and do not terminate continuing participants.

Select the appropriate codes, according to definitions, measurements, and special conditions on pages 4 and 5. An outcome must reflect results achieved during the current school year, and cannot be based solely on previous accomplishments.

REPORTING REQUIREMENTS

Enter the appropriate code in the "completion code" column when completing the "leaving" line of the WIMS Status Change/Termination Notice, as follows:

1. Record an 8% completion code at the end of each school year (or at the end of the program if it ends before the school year) for participants who are leaving the 8% in-school program to:

   - enter IIB or another JTPA title (title term or inactive/concurrent)
   - enter a "Holding" component (inactive up to 90 days) for the summer
   - terminate all JTPA activity (JTPA term).

2. Record an 8% completion code during the school year if a participant leaves the 8% in-school program and is not expected to return before the end of the school year.

3. Always use a two-digit code, even if you are reporting a single completion.

   a. For a single positive completion, or a neutral completion, precede the single digit with zero.

   b. For a non-positive completion, use two zeroes.

4. Do not record more than one two-digit code (one or two positive completions, or one "other" completion) per school year for the same participant.

   (If more than one two-digit completion code is entered on WIMS because a participant left and then returned to the program during the same school year, only the last code entered will be used for program reports.)

5. Do not terminate participants leaving 8% programs (unless more than 90 days will elapse with no JTPA services) if you expect them to either:

   - return to an 8% program during the same school year,
   - return to an 8% program the next school year, or
   - continue enrollment in JTPA programs under another title.

REPORTING COMPLETIONS FOR THE 1987/88 SCHOOL YEAR

You may begin to enter 8% completion codes on WIMS after May 1, 1988. If participants enrolled during the current (87/88) school year have already left the program without an 8% completion code, it will be necessary to use data correction procedures to delete the old completion codes already recorded and replace them with the applicable new 8% completion codes.

PROCEDURES FOR NON-RETURNING PARTICIPANTS

Since the primary purpose of the new codes is to produce performance rates on a school year basis, completions will have to be be credited to the school year in which the participant is enrolled. To ensure accurate performance calculations, special procedures are necessary when participants scheduled to return to the 8% in-school program in the fall do not return.

1. Data Correction for Code 9 (Neutral) Completions

   Credit for neutral completions reported at the end of one school year is contingent on those participants actually returning to the program at the beginning of the next school year. If they don't return, the actual completion is not neutral, and the code will have to be changed in order to record the correct (non-positive) completion for the applicable school year.

   Action Required: Complete a data correction, by September 30th each year, changing the original code 9 (neutral) completion to a code 00 (non-positive) completion for each participant who doesn't return to the program in the fall.

2. Program Year Transfers

   Because the program year changes between school years, program operators will report a program year transfer for participants they expect to re-enroll. However, a program year transfer is not appropriate for participants who fail to return in the fall, regardless of the type of outcome reported for them.

   Action Required: If PY transfers are reported before participants return to the program in the fall, complete a data correction to delete the advance PY transfer for each participant who doesn't actually return.

3. Terminations

   In order to calculate the positive performance rate on a school year basis, program operators will have to terminate non-returning participants in the year in which they were enrolled. Because program operators won't know that a participant has not returned until the fall program is underway, these must be retroactive reports. If they are entered on WIMS by September 30th, they will not be considered late reports under the WIMS 10-day reporting rule.

   Action required: Complete termination reports, using the end of the previous in-school program for the termination date, for each participant who doesn't return to 8% in-school programs in the fall. If services will be provided under another JTPA title, complete an 8% title term. If the participant is leaving JTPA, a JTPA term will be necessary too.

   Report each 8% completion and termination code according to its own criteria. Not all of the positive completions satisfy positive termination criteria, so it is possible to meet positive completion criteria and not meet positive termination criteria. The opposite is also true: a partic pant can fail to meet completion criteria but obtain a positive termination for a placement.

OBTAINING COMPUTER REPORTS

New WIMS reports on 8% completions, including a summary report issued shortly after the program ends, a preliminary report issued in late summer, and a final report at the end of October, will be produced for each contract number. The first report will be issued sometime after July 12, 1988. The reports will show:

1. The number of participants who achieved each completion, and

2. The total number of participants who achieved either a positive 8% completion or a positive termination (or both).

In addition, WIMS will produce an exception report in September showing participants with a neutral completion (code 9) who have not been enrolled in the next year's program.